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ACT AND RESOLVE: EDUCATION'S ASSIGNMENT FOR THE '80s

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A Summary of the Symposium on Elementary and Secondary Education in Massachusetts

October 29, 1981

The Joint Committee on Education
of the Massachusetts General Court

The School of Education
of the University of Massachusetts at Amherst

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ACT AND RESOLVE: EDUCATION'S ASSIGNMENT FOR THE '80s

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Frank Matrango, House Chairperson, Joint Committee on Education
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Senate President William M. Bulger —
"Those parents who know instinctively that the best is not being given to their children are really caught. What can they do?"

House Speaker Thomas W. McGee —
"The people out there have a wrong view of what education is all about. It is not just money; it is the future."

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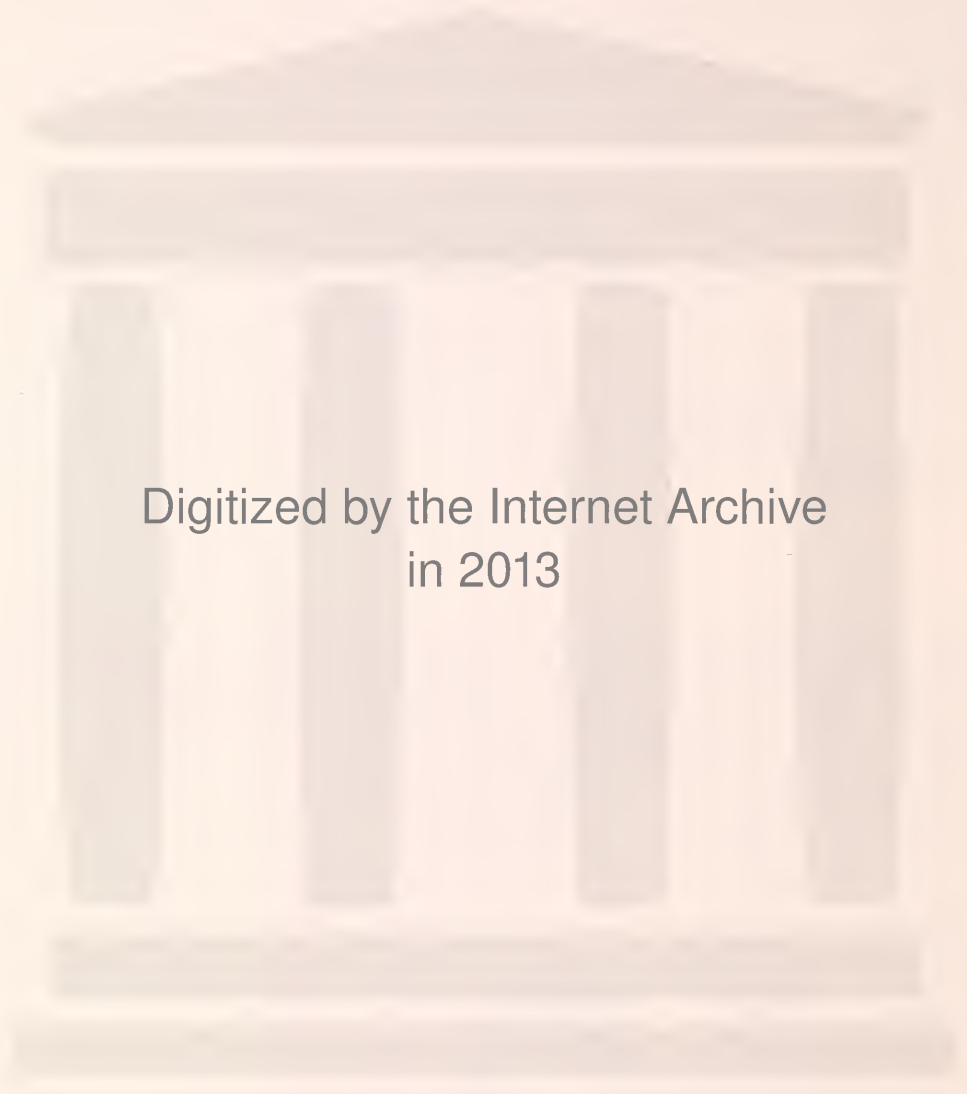
Richard J. Clark, Chairperson
Symposium Editorial Board



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Senator Gerard D'Amico — "Public education must get itself ready, find its voice, and regain its intellectual and political momentum."

Introduction

Gerard D'Amico
Mario D. Fantini
Frank J. Matrango

On October 29, 1981, over 600 leaders from across the Commonwealth convened at Gardner Auditorium in the State House in Boston, to conduct an all-day symposium entitled "Act and Resolve: Education's Assignment for the 80's." The Symposium was co-sponsored by the Joint Committee on Education of the Massachusetts General Court and the School of Education of the University of Massachusetts at Amherst. With the realization that the State is now entering a critical stage of public education, underscored by the impact of Proposition 2½, legislators, educators, and business and community leaders gathered to address issues facing the public schools and to explore agendas for public education in the decade ahead.

Holding the Symposium within the chambers of the General Court, where legislative decisions are made, lent symbolic weight to the proceedings. Further, the participation of elected officials, including the President of

the State Senate, The Honorable William M. Bulger; the Speaker of the Massachusetts House of Representatives, The Honorable Thomas W. McGee; and members of the Joint Committee on Education, underscored the importance of meetings between educators, elected officials and private citizens concerned about the problems confronting the State's public schools.

The Symposium attracted a cross-section of leadership in the State. Prominent speakers included Joseph A. Califano, Jr., former Secretary of Health, Education and Welfare; Gregory R. Anrig, the president of the Educational Testing Service and former Commissioner of Education of Massachusetts; and Sister Maryellen Harmon, former Superintendent of the Diocesan Schools of Detroit.

The Symposium addressed a series of issues concerning the present status of, and potential futures for, educational policy. As outlined throughout this report of the proceedings, a comprehensive analysis of education must deal with such issues as the changing relationship of the school and the community, school finance, the role of choice and competition in public and private schools, management and governance, and quality and equality in the public schools. While it is clear that no one meeting, however successful, can totally encompass all of these issues, the group took inspiration from Secretary Califano's observation:

> You are all asking what you can do for your state, not what it can do for you. And you are all answering the questions, "If not us, who? If not now, when?" with timely actions, not with rhetoric. I know of no other symposium like this in the United States, and I hope it will be a success and that it will be an example for other states in our country to follow.

From its earliest planning stages, the Symposium represented hope for a beginning, not an end in itself. The meeting looked not so much for immediate answers as for a modus operandi--moving away from crisis management and implications of blame, and toward a new spirit of cooperation, collaboration and anticipatory planning. In a context of growing defensiveness on the part of professional educators, loss of confidence in the schools on the part of some members of the community, and frustration in dealing with the complexities of public education today, the Symposium, by drawing together diverse

participants and perspectives, was designed to advance the state-wide dialogue about the future of the public schools.

The Joint Committee on Education has created a Post-Symposium Task Force, which will assemble reactions and responses from a variety of sources to the issues raised by this Symposium and attempt to synthesize the best thinking concerning future directions for public education in the Commonwealth. The Joint Committee on Education and the Task Force will help cultivate avenues of communications between practitioners and politicians toward the goal of generating constructive policy initiatives which the Joint Committee on Education and the Legislature can use to improve the public school systems of the Commonwealth.

This publication represents one means of furthering the dialogue initiated by the Symposium. We encourage public response to the issues raised in the course of the Symposium, and ask you to forward to us your reactions, suggestions and perspectives. Your recommendations are important, whether they are made on an individual basis or offered on the part of an organization or group. We have provided a response sheet with this publication. Please take the time to complete it and send it to us. We need your input.

We owe a large debt of gratitude to all the people who helped make the Symposium possible and successful. So many people helped so generously that it would be impossible to give adequate thanks at this time. Suffice to say that we are deeply indebted to the staff of the Joint Committee on Education, without whose help no symposium could have been mounted; to the School of Education at the University of Massachusetts/Amherst, whose personnel contributed to each stage of the endeavor; to the participants themselves, including the distinguished speakers, who gave us their time and insights; and, of course, to the people who came from every part of the State to attend the Symposium and to engage in what we hope will evolve into an ongoing, constructive and hopeful process for improving our public educational system.

Joseph A. Califano, Jr. — "Unless we act, . . . we will set off a time bomb of young Americans who are unable to function in a democratic society."

Education's Assignment for the '80s

Joseph A. Califano, Jr.

I am delighted to be here; I find this an extraordinary event and I'm privileged to keynote it. I will talk to you briefly this morning. I come from a family for whom education is almost a religion. My mother taught in the public schools for thirty-five years in Brooklyn and my father sacrificed greatly to send me first to college at Holy Cross, and then he insisted that I go to graduate school. He didn't care what kind of graduate school. He sent me to law school. He would not accept scholarship money for my three years at Harvard because he had too much pride. And I was privileged to work for a President, Lyndon Johnson, who considered education to be the key to all opportunity, to be the greatest security for our freedom, to be the most important avenue for civil rights, and who recognized, as he often said, that poverty has many roots but its tap root is ignorance.

So I come here as a believer in education, enormously impressed by the program I read, the questions prepared for the seminars and the groups and

panels this afternoon and this morning, and the work of Senator D'Amico and my classmate at Holy Cross, Frank Matrango. I'm impressed by the commitment of the State Legislature and all you participants to confront the issues that public and private education face in this state; and I'm particularly impressed by the willingness of the private sector, portions of it, to roll up their sleeves and go to work with those of you who are on the front lines. You are all asking what you can do for your state, not what it can do for you, and you're all answering the questions, "If not us, who? If not now, when?", with timely actions, not with rhetoric. I know of no other symposium like this in the United States and I hope it will be a success and an example for other states in our country to follow.

Education, as you well know, faces a crisis of public confidence that is deep-seated, stubbornly resistant to appeals for more resources, and increasingly skeptical about the value of public schools, particularly in urban America. Those of us who cherish the value of education, and particularly public education, must recognize that there are reasons for our people's concern. There are reasons why the [Massachusetts] Speaker gets wound up on this subject. I myself came to the Department of Health, Education and Welfare enthusiastic about the opportunity to improve education in America and determined to step up federal funding sharply. I left in late 1979 alarmed over the deterioration of public education and troubled by the threat to academic freedom that the federal role, enlarged and shaped by special interest, poses to higher education. The deterioration of elementary and secondary education, particularly in urban America, is far advanced. The statistics are chilling. We won't go through all of them, but I think it helps to remind ourselves of some of them.

Every single year since 1962 through 1980, scores on the verbal and mathematics Scholastic Aptitude Tests have fallen. By 1980, more than twelve of every hundred seventeen-year-olds in the United States of America were functionally illiterate. In Washington, D.C., two years ago, a high school valedictorian from one of what was considered our two best city high schools was rejected by a local university because his scores on

repeated SAT tests were far below the minimum acceptable for that school. And in San Francisco just two years ago, a high school graduate sued school officials when he discovered that his reading skills were on a fifth-grade level. And in Los Angeles last June, we discovered that 59% of three recent high school graduating classes could not fill out a driver's license application. Students' understanding of the basic structure of government is just as depressing. Only 53% of the seventeen-year-olds in America know that each state has two U.S. Senators and less than half know that the President does not appoint the members of Congress (although it may appear that he appoints some Senators).

When I was at HEW, I was there at the completion of a six-year study of violence in our schools. It was commissioned by the Congress in the early 1970's and completed during my second year as Secretary. The survey concluded that the most dangerous place for a teenage child in America was in school. Although children spend only 25% of their waking hours in school, 40% of the robberies and 36% of the assaults on teenagers take place there. Each month 11% of the nation's secondary school students have something stolen from them. 300,000 report being attacked. Each month some 12% of our secondary school teachers have something stolen at school. Approximately 5,200 are physically attacked, more than 1,000 needing medical attention. Each month 25% of the schools in the United States are vandalized, with an average cost of $100 for each act of vandalism, and 10% of our schools are burglarized each month, at an average burglary of about $200. The statistics, obviously dominated by the preponderance of population and students in urban schools, tell a story of educational systems in serious trouble. In some states, particularly in the South, up to 20% of the teachers lack competence in basic English. Those who can teach are often terrorized, particularly in urban schools.

In 1978, we were at the peak of our student aid program. We had a nation in which every child who had the brains could get the money to go to the college of his or her choice. At the same time, a deteriorating system of public elementary and secondary education was unable to prepare

thousands of deserving boys and girls to take advantage of those programs. With this decline in public education, parents turned elsewhere for their children's education over the '70s--in cities, to Catholic elementary and secondary schools; throughout the country, where they have the money, to private schools. The chasm between children educated in most urban schools and those in parochial schools or private schools has grown as the public systems produced hundreds of thousands of functional illiterates and the private systems began producing, or continued producing, an educated elite. The danger to democracy in a situation like this and the human tragedy of so many missed personal opportunities make it essential to rebuild our system of public education. And while I recognize that the federal government is limited in any such effort, I do consider it imperative that the federal government provide funds and not take any steps that might further jeopardize public schools.

That conviction was and is central to my own personal opposition to proposals for tuition tax credits or for a voucher system or for anything that would permit a taxpayer to subtract dollar for dollar a portion of the cost of private education from his taxes. My experience at HEW renewed my conviction that the federal programs begun in the '60s and expanded and shaped by the Congress in the '70s are by and large critical to the future of education in America and that it is a serious and short-sighted mistake for Congress to trim those programs, particularly the aid to elementary and secondary education and the student loan programs, today.

But I also came away from HEW with misgivings about how to execute the federal role and about the quality of education in America generally. The vast bulk of the money that the federal government provides should go with as few strings as possible, promoting maximum freedom to state and local school systems. Essentially, the Elementary and Secondary Education Act tracks this principle, providing funds under a formula for disadvantaged children who need compensatory education. There are also inevitably going to be matters of overriding national concern in which the national government should keep a strong role: desegregation, education of handicapped

children, and bilingual education that teaches kids English as fast as they can learn it so that they can be taught all their subjects in English.

What happened to detour the national government from filling this role? I don't believe it is simply a matter of budget deficits. Equally significant in the present administration's successful attempt to trim the federal role and federal funds for education was the troubling tendency of the education bureaucracies in both the Executive Branch and the Congress to set curriculum priorities from Washington, to intrude too deeply into state, local and family prerogatives. Pressed by special interest groups, the Congress provided more and more funds for relatively narrow, specific subjects of concern (metric education, environmental education, ethnic studies, for example) and objects of concern (gifted children, developmentally disabled children, for example). Indulging these tendencies moved the federal government to involvement in what our children are taught. It is one thing to give school districts money to teach new ways and test new ways to teaching basic skills, but providing money to teach specific subjects is an order of intrusive magnitude closer to involvement in the curriculum. And it's not a conservative issue or a liberal issue. A Russian sputnik can cause conservatives to stampede the Congress to mandate more science education from Washington just as effectively as the liberals rushed to the floor of the Congress in the late 1960's to stampede legislation for Black Studies. The issue is not whether the cause is worthy. Granting that, the issue is what is the appropriate role for the national government.

The role of the national government in education is limited. As Lyndon Johnson put it in 1965, "Washington can contribute to providing the necessary and needed tools and resources, but the final decision, the last responsibility, the ultimate control must and will always rest with local communities." The "must" in Johnson's quote was hortatory. The "will" was hope, but he was right, and that's what makes a conference like this so important to our country as well as to this state.

There's a lot to do in education and a lot of questions you'll face during the day. I think, from where I sat, that there is a special need, and it's an urgent one, to rethink the role of the high schools in America. We should not underestimate the difficulty or importance of this task. But unless we act, we will release to society, with or without high school diplomas, millions of youngsters who are functionally illiterate, ill-prepared for work, ignorant of how the American system works, and oblivious to their obligations as citizens in a democracy. We will set off a time bomb of young Americans who are unable to function in a democratic society. The potential offered by modern communications for demagogic leadership is unprecedented. We face an inflation so persistent and foreign business competition so aggressive that they may render, at least over the decade, a future less affluent than the present. Television provides a steady diet of international crises and bizarre violence at home. The presence of an ever-increasing population of functionally illiterate and politically ignorant people poses a clear and present danger to American society. The job training programs of business must be integrated with the academic side of high school. The basic concept of how we view those four years must be reexamined in light of the crises we face. Over this decade, state and local school systems will have the responsibility to shape that response. If these state and local school systems fail, we may reach a point in our mobile, post-industrial society where the federal role could become the dominant one, but that's some time away and I don't think it's the wisest course to follow.

While you all have much to do in education, we must recognize the limits of elementary and secondary schools and teachers. When we ask our schools to shoulder the burden of desegregation after generations of discrimination and racism, we should not be surprised when racial problems erupt in the classroom. When society becomes more permissive sexually, or more materialistic, or more involved in drugs, we cannot expect in an age of modern communication that the schools will be cloisters. In areas of poverty, where every child in an urban elementary school is on welfare,

where high school students are frisked for weapons before they go to class each day, as happens in many parts of New York City, and where teachers are locked in their classrooms for their own safety, we must recognize the limits of schools to function and teachers to teach. Education cannot do it all, and I give you one incident which was very striking to me when I was Secretary.

I visited a school in the South Bronx, an elementary school in which indeed every child was on welfare. The first thing that struck me about it was the turnover in the population. There was a 60% turnover in the children in that school every year. So look at the short period of time for which they had those kids. Second, at the end of the two or three hours I spent there, I asked the principal, Albert Oliver, "Suppose you had some more money, what would you do?" He said, "How much money?" I said, "Whatever you want." He said, "Twenty thousand dollars?" I said, "Sure, $20,000." He said, "I'd hire a nurse." I said, "Hire a nurse?" He said, "Yes, more than half the problems we have in teaching these kids comes from the fact that they've been so badly treated in terms of prenatal care and in terms of health care, diet, nutrition, when they were home. This is a neighborhood in which we have scores of fourteen-year-old mothers and most of the grandmothers are between 30 and 40. We know when a kid is pregnant, and I'd get the nurse out there right away." This was a man who'd been in the New York school system about 30 years. That was the most important thing he could do for that school.

We have to recognize that the teachers alone can't do it, and we have to recognize that parents have responsibilities they don't like to shoulder. Parents cannot expect teachers and schools to instill self-discipline and character in children when the mothers and fathers are indulgent or neglectful at home. If the condition of elementary and secondary education mirrors the uncivility of much of our society, the pressures on higher education threaten our greatness as a nation, and the relentless increase in higher education's dependence on the federal government for funds threaten our tradition of academic freedom. The dramatic demographic changes ahead include a

drop of more than 20% in the 18 to 24-year-old population. If college enrollment reflects that population drop over the decade, and the total projected enrollment declines occur just in public higher education, the vacant, empty spaces would close 229 of the 1488 institutions. On the other hand, to give you a sense of the magnitude of the change coming in this decade, if the decline in population occurred solely in the private schools, 60% of our private institutions would be closed because of the vacant spaces. These institutions will be tempted, I think, to maintain enrollment numbers even where that requires lowering standards, to raise tuition as much as they can, and to accelerate the increase in part-time, adult and foreign students that began in the '70s.

The premium our society puts on a college education encourages many colleges to follow that course. Schools, in my judgment, and, far more importantly, parents and employers need to recognize that a college education doesn't make sense for every high school graduate. Giving them a better high school education will help get people to accept that fact, whether they are employers or parents. Even with a significant influx of foreign students, there will be shrinkage in the size of student bodies. The accompanying reduction in faculties will present severe strains at our best universities where the academic and intellectual priority is to attract and find space for the best young minds, and at many universities that means excruciating changes in the tenure system and the retirement of older faculty members. There is no federal role, in my judgment, in this critical component of excellence in higher education.

But there is a federal role in rejuvenating the research facilities at our major universities, of which you have several here in Massachusetts. Many of these facilities have not been significantly modernized since World War II. Between 1965 and 1975, without taking account of inflation, annual federal help for research and development plans at colleges and universities in this country declined by 81%, from $126 million to a mere $24 million; it was further cut, as you know, in the current budget. The research capacity in our major universities is central, not simply in terms

of national defense, but economic growth, health care, social progress and the quality of life in America generally. We must recognize that excellence at these key centers means a better life for all of us. Here, in this situation, the investment in the few is the truly egalitarian course.

One last point on higher education: While I was Secretary, I came for the first time to appreciate the fact that the federal government now provides about 30% of the revenues for higher education in the United States; that there are many universities (MIT is one here in this state) which receive more than 70% of the funds they get from the federal government. That, in reality, means a measure of federal control that by and large higher education has either ignored or refused to accept. It is nonsense to say that Washington is not telling colleges and universities what to teach when it's providing 70% of the funds, because to go for the research grants, you go for the professors that can get you those research grants and the courses that they teach. I have come to believe that we do not have adequate legal safeguards for academic freedom in this situation, because even with the Reagan administration's philosophy (which I do not believe will survive in the severity of its present form), higher education is almost certainly going to be receiving more than half of its funds from the federal government by the end of this decade.

These two dangers, mediocrity at the price of excellence, and financial dependence to the point of relinquishing academic freedom, are not unrelated. They pose a great threat to our democracy, as great a threat, in my judgment, as the military-industrial complex that concerned Dwight Eisenhower in 1960. Neither of these two dangers will materialize overnight. They will seep slowly into the system, unnoticed for years, but as is the case with the physical cancer they mimic, prevention is the only cure. We must--and part of the work of this Symposium is to figure out how--remind our people of the essential nature of education in order to command for teaching and learning the fair share of our nation's resources that those endeavors deserve. As Jacques Barzun has written, "We cannot do without teaching, for teaching is essential to governing." All around our cities

and our nation we see the menace of the untaught to themselves and to our society. They are un-self-governed and hence ungovernable. We must teach and we must learn. This is the key to living and flourishing and, indeed, surviving.

These are times that strain the hearts and test the souls of those whose daily work is to serve the public. The strains and the tensions are everywhere: in the classrooms, in the social service agencies, in the Welfare and Medicare and Social Security offices. These are times when a special gusto, an almost savage zest, erupts in those who attack the government or attack schools. It is high political fashion to ridicule, demean, even condemn those who try to make bureaucracies work for citizens, those who strive to make schools better against overwhelming odds. Well, I remain a believer that government in America should be a friend of the people, not an enemy; that government in a pluralistic democracy, where everyone is allowed to hold and pursue his or her own private beliefs in freedom, is the most responsive instrument to achieve those purposes we determine as a people to be common purposes. I believe there's a critical role for government in helping the most vulnerable people among us; that government can work far better than it now does. I believe that many of the social programs of the '60s had an extraordinary impact and continue to have an extraordinary impact--programs to provide funds for elementary and secondary education, to give loans and grants to children to go to college and school so that they can go there if they've got the talent, whether or not they've got the money; programs to provide health care for the old and the poor, to open doors of opportunity for the handicapped, to clean our air and make our work places safer. These programs have provided millions of Americans with the dignity that God intends for each of us from the moment we are born until the time we die.

Many of the education and social service programs were successes. Many did not work. Of course we need to make changes in the way government does things. Of course there have been mistakes. But today, too many of our leaders in business and law and government and education don't try,

because the tasks seem too difficult, or sometimes even impossible, or because they dread the embarrassment or humiliation of public failure. Those who try will make mistakes, plenty of them--I know that from my own personal experience--but we must not fear failure. We are the wealthiest nation in the history of civilization. What we should fear above all is the judgment of God and history if we, the most affluent people ever on this earth, who are free to act in any way we choose, choose not to govern justly, not to distribute our riches fairly, not to educate our children properly, or worse, choose not even to try. The work of governing and teaching in America is hard, often frustrating, sometimes exasperating; but the rewards are far greater for those in a democracy who work persistently to build and shape government to serve people than for those who lash out in despair because the job is just too much work.

It is my purpose this morning not simply to discuss the problems of education and the problems you face. It is to urge you to stay in the fray, to get even more engaged in the quest for social justice in America, to help make our society a little more sensitive to the bedrock needs of the individual for human dignity. In short, it is to help make every American's life as much fun and as worth living as yours is and mine is this morning. Thank you.

JOSEPH A. CALIFANO, JR. is a legal scholar and attorney in Washington, D.C., and former Secretary of Health, Education and Welfare in the Carter Administration.

Gregory R. Anrig — ". . . the important decisions that lie ahead of us, to a large extent, will be decisions of the legislature."

The Legislature's Assignment for the '80s

Gregory R. Anrig

It's good to be back with a lot of old friends, some of whom aren't so old. I'm sorry Secretary Califano left; I have great admiration for him and, while Commissioner, worked with him as Secretary of HEW. I felt that he was one of the few people in my experience with the federal government who made some sanity out of that monstrous federal agency. But I also wanted to pick up on a point that he started with. If you'll recall, at the beginning of his speech he read off a series of national statistics. I think if we're going to have a Symposium on Education in Massachusetts, there ought to be another set of statistics out there. Let me just tick some off.

Massachusetts matches generally the SAT scores of the nation with double the participation rate. When the state pilot-tested its basic skills test, nine out of ten students met those basic skills standards. When we used national assessment tests, Massachusetts

students did better on nine out of ten of those national assessment tests compared to the region and compared to the nation. While some of our youngsters graduating from high school may have trouble, over half of them don't have trouble getting into higher education. That's because they got a good education. Yes, we had less problems before, but we were only holding onto 50% of the kids. Now we hold onto 80% of those children. That's a commitment that, if it brings with it problems, then so be it. In Massachusetts, unlike the rest of the country, private school enrollment is going down and going down faster than the overall enrollment in education in general. I think that's a story that's not bad to tell and we ought to remind ourselves of it.

Now let me just say that I have a rule of thumb which is, when you're on a new job, don't leave it very often because then they find out they don't need you. I wouldn't have violated that rule of thumb if it hadn't been a personal call from Frank Matrango who, for many years as a fellow Berkshire Countyite, has been my good friend. When he called, I sort of moaned when I looked at my calendar. But then I said, "Mr. Chairman, you never turned me down when I came to you for help, and I'm not going to turn you down." That call reminded me of an experience I had the day after I was appointed to my new position. This, as you will recall, was right after 2½; I'd spent a year negotiating between the Boston Mayor and the Boston School Committee; Judge Garrity had just asked me to get the warring parties together and their lawyers and see if we couldn't come up with a consent decree in two weeks; the Speaker and the Senate President had introduced a bill to put a quasi-receivorship on the Boston Public Schools and have them turned over to me. The caller from ETS congratulated me and said, "Do you realize you're getting into an area of controversy?" I laughed just like you did. The caller must have thought the Trustees of ETS had hired some nut! Then in August I got a call from Mike Daly after I had been away from Massachusetts for about a month, and he said, "Greg, the SAT scores just came in and we went down another point or two; Muriel Cohen is mad about basic skills and

is going to write an article in the Globe about it; and we just got a federal audit." I said, "Gee, Mike, things have sure gone to hell since I left."

I'm going to turn the title of this program a little bit, if I may, Mr. Chairman. This is a legislative symposium on elementary and secondary education. But rather than address those of you in elementary and secondary education, I'd like to address in general the Great and General Court, and in particular the Joint Committee on Education.

I do this from a perspective of very deep respect and very warm friendship for the legislators that I have had the privilege of working with over the last 8½ years. I was warned before I took the job as Commissioner that the part I would like the least was working with a legislature. In fact, the part I liked the most is doing that very thing, because I found the people here can be trusted. When they gave their word they stuck by it; when they didn't agree with you, they told you--sometimes in very colorful terms, as you heard this morning.

This feeling I had for the legislators whom I had the privilege of working with was even stronger for the Joint Education Committee itself. Throughout the 8½ years--even with changes in membership and in staff--I felt that the members and the staff of that Committee were truly dedicated to good public education and wanted to do the right thing.

I want, if I can, to address that issue. It seems to me that the important decisions that lie ahead of us, to a large extent, will be decisions of the Legislature. If those decisions get made and get made well, then you and I can do our job in the schools. So the theme of this Symposium might be, ask not what others can do, but for the Legislature to ask what it can do to help achieve our goals in elementary and secondary education.

My first point to the Great and General Court is that schools by and large have done a damned good job of carrying out the laws that were enacted by the Legislature in the 1970's, and that should be recognized. The Symposium program states, and I quote, "Our schools have reacted to

this turbulence and controversy by lurching from one crisis to another." The schools indeed have had to lurch among crises, but at the same time they also have carried out faithfully the laws which the Great and General Court has enacted in addition to dealing with these crises.

Let's just tick off a couple of these laws. Chapter 766, you've heard of that: The number of handicapped children receiving special education has been doubled since 1974. While some moan and groan about that, complaining about the cost of it, there no longer are these children in attics of homes, in back wards of state institutions or basements of schools. While some may complain about 766, a revolution has taken place in Massachusetts because of the law that was passed in this Great and General Court and carried out by the schools in good faith.

Transitional Bilingual Education, Chapter 71: Thirteen thousand children from eleven different language backgrounds are no longer pushed out of schools by frustration and prejudice. Nine out of ten of them successfully complete the transition that Secretary Califano called for, from speaking a native language that is other than English to participating successfully in all English-speaking classes and making it through to graduation. They make that transition in a three-year period that many of us would not be able to make in the same circumstances were we to go to their countries. That's because of a law that was passed by the Great and General Court and carried out in good faith by the schools of the Commonwealth.

Chapter 74: Eight times as many students receive high quality occupational education today as did in the early 1970's. A network of twenty-seven regional vocational-technical high schools grew during this period and are an invaluable resource today for the economic development which everybody is calling for state-wide. This is because of a law passed by the Great and General Court, amended and funded.

Chapter 622: Only one paragraph long and very simple, but it says basically, "No child shall be deprived of access to any program." Just one paragraph. Some moan and groan about thirteen pages of regulations

that grew from that, but that's very plain language to me. It's language that was enacted into law and now has been enacted into reality. Only one paragraph long, but landmark in its effect on the rights of female students. You just have to look at the Globe sports section on any day to see what a difference that one paragraph has made, and I'm proud of it. In athletics, curriculum, and educational opportunity, female students no longer are tracked into stereotypes. This is because of a law passed by the Great and General Court, carried out in good faith by the schools.

I could go on to others. The schools may have been buffeted by crises in the 1970's, but they also produced on every front where the Legislature called upon them to do so.

My second point to the Great and General Court is that the schools need support from the Legislature as never before, and in particular support from the Joint Education Committee. It takes time for schools to carry out laws, particularly laws as sweeping as those that were enacted here in the 1970's. It also takes money, and that money should be raised by those who enact those laws.

Schools need long-term backing and protection. They need backing and protection from the whims of political fancies. I remember in the spring of 1974, then-Speaker Bartley asked me to come to his office. I always came fast. I got in the room, and that big office was just packed with legislators from the Joint Committee and some from the Ways and Means Committee, but mostly with local municipal officials and school officials. They were saying, "We just can't put 766 into effect in September, just can't do it. Let's put it off." And they were going on hot and heavy, and it was a room that felt as crowded and hot as this one today. Finally, at a rather key point, the Speaker turned to me and said, "Well, Commissioner, what's your opinion?" I said, "My opinion is that we can and should go ahead with it." That sort of ended the meeting--and almost ended my career!

I felt it was important to demonstrate to the Legislature that we in the school community would carry out a law, even one as far-sweeping

as 766, without wringing our hands or being recalcitrant or trying to retrench. That law was passed where it should be, in the Legislature, signed by the Governor where it should be, and it was our job to carry it out. We did that. But in the meantime I have trouble counting up the number of Governor's task forces and special commissions and revolving Secretaries of Education and Secretaries of Human Services that in one way or another have tried to derail that effort. One of the only sources of support during that period of time was the Joint Education Committee and the Special Commission that was appointed by that Committee. All the others were finding out how not to do something. Educators carrying out a law as sweeping as 766 need legislative backing and support. When they are acting in good faith and people start coming at them from all directions, trying to cut back on those services, they need support and backing from the Legislature.

It's also important for the Legislature to recognize that changing directions for public education is like trying to turn an ocean liner. You can't make a ninety-degree turn. It takes time to get it around. And it's not because we're not effective; it's not because we don't know what we're doing. It's because of local control. I didn't always feel good about that, but there is local control in Massachusetts. The Legislature worships the principle of local control in its debates. Well, if you're going to have local control, then you've got to give it time to work, and education can't turn around that quickly. To be expected to do so, is expecting educators to go in the face of local control.

This requires the Joint Education Committee, in particular, to understand the importance of its role to the schools.. The Joint Education Committee, in my mind, has always been the best informed part of the Legislature about public education in Massachusetts, and the one most willing to come forward and try to do the right thing. But it's important to say again how important that Committee is to us. We will respond in the schools, but we need backing, support and to some degree protection from the Legislature if we're to do that job. The Legislature in general

has a responsibility here, but the Joint Education Committee has prime responsibility. You on the Joint Committee have to have the courage, as I know you do, to resist the pressure of narrow interests and voices of retrenchment. Yes, the Commissioner should and does do this but others have to as well. The Board of Education should and does do this but others have to as well. Most importantly, it has to be from the Legislature, I believe. I've always felt that the key axis in terms of educational policy in Massachusetts is between school systems, the State Board and the Legislature. I don't mean that in any way as a reflection on any Governor, but I do think that it's key to have support from the Legislature and we need to count on you for that.

My third point, speaking to the Great and General Court, is to avoid the typical response of reorganization. We recently saw a classic case study of how not to reorganize, in the instance of higher education. I know that the House and Senate chairmen believe that very strongly.

Those with short-term ambitions will be tempted to repeat this experience and public education for the citizens of this state again will be the losers. It is easy to reorganize and claim a victory for government action. The dividends of this are waste, inefficiency, and shattered hopes for educational opportunity which will last for years to come.

Massachusetts has a good governing structure for public elementary and secondary education, and it works. You may not like what it does all the time, but it works, does its job and I believe it does it well. Former Senate President Kevin Harrington told me that he felt the State Board of Education was the only education board that lived up to his high expectations in the Willis-Harrington Act. I agree with that. I feel there is a superb Board of Education, and I believe they have superbly demonstrated that again in the selection of Jack Lawson as their new Commissioner of Education. They are a Board that listens, that involves people, and then makes tough decisions and, in this case, very much a right decision. The Legislature should leave the structure alone and focus on real problems.

My last point to the Great and General Court is that there are real problems to face in the immediate future. They are not subject to quick and dramatic solution, but they'll never be resolved if we don't keep at them. These include, first, equitable financing of education. You can wait for the courts to act and then complain about their intrusion, as in New York just recently, and New Jersey. Or you can muster the political courage to do what is needed. The Boverini-Collins formula is a sound and defensible school aid system, but only if it is adequately funded.

Second, stronger standards for learning are needed. The structure already is there to improve educational standards. The Board of Education's policy on Basic Skills Improvement is a sound basis for dealing with the minimum end of those standards, in a balanced and rational way. But let me commend to your consideration the recent Project EQuality recommendations of the College Entrance Examination Board as a way to address the upper-level standards, the other end of the spectrum of standards from those at the basic skills level. Project EQuality proposes learning competencies for all those who aspire to college. They are worth consideration by each school district and by the Board of Education's new Committee on Excellence in the Schools, which is chaired very ably by former U.S. Commissioner Frank Keppel.

Third, quality of educational opportunity is not yet a reality for all students. The political tide on equality seems to have turned across the country. We can accept that; or you of the Great and General Court can stand against that tide with our support. The reason I feel this is so important to stress is because others are ducking now on the issue of equality. We need to remind ourselves that the rights at stake, the rights that are being bargained away at the national level, are rights of children. They can't do anything about it. We who are committed to children have an obligation too. There are risks to resisting but they are nothing compared with the losses to our soul as a Commonwealth if we don't.

Finally, the spirit of education needs nurturing. Proposition 2½ has been a blow to the spirit of our schools and that spirit is essential if public education is to flourish. We need to bolster our schools, and particularly those who teach in them. This isn't just a matter of money (although money helps) but of equal importance is public recognition, support and appreciation. The value of these factors is boundless in the wake of something like 2½.

I would suggest that this Symposium today should not be on the schools; rather, it should be on the importance of the Legislature to public education in the Commonwealth. The schools have carried out laws that the Legislature has called upon them to do, and have done it well. Now they need legislative backing and legislative encouragement more than they ever have in the past. I hope the Great and General Court measures up for schools as well as schools have for the Great and General Court. That's what I wanted to say. Thank you.

GREGORY R. ANRIG is the President of the Educational Testing Service in Princeton, New Jersey. He served as Commissioner of Education in Massachusetts from 1973-1981.

Sister Maryellen Harmon — "... if we want to improve quality, ... one of the clearest, most effective principles is ... competition coupled with parent choice."

Reexamining the Model: Systematic Causes of Educational Problems

Sister Maryellen Harmon

This morning I want to look at two basic things that I think are being overlooked in education. One of them is the element of competition versus cooperation: I hear a lot of weight on competition put in the wrong place and very little weight on cooperation put in that place. The other one is the element of system. So let me try today to look at these.

It seems to me that if your state is anything like the state I'm in, or the state of New York where I was for many years, we're all facing declining population, with its impact on money and its impact on program and its impact on surfeit of teacher population; in addition, there are inflated costs, competency of graduates that's been called into question, erosion of public confidence, etc. Now, instead of looking at what's wrong with our schools and saying let's fix this and let's fix that, I would like to postulate that the problem is not necessarily in this teacher

or this program, and that it can't be solved at that level. Only recently, Dean Corrigan of the American Association of Colleges for Teacher Education said that you can train teachers the best you want; you can turn out the finest product you want; and they can't function if the conditions within a school are such that they're beating their heads against the wall. And that, I think, is what is happening. I'm not talking about discipline; I'm talking about a system as a whole. I'm talking out of my own experiences as a school board member who tried desperately to tinker with the budget or to mandate this, that and the other kind of programmatic change. It didn't make any change. It didn't make any significant change because the problem was a system problem.

What we're faced with today, if I understand the purpose of this Symposium, is to kick off an intensive effort of the Legislative Committee, hopefully with the help of select citizens, to plan a thrust that will be in its way comparable to and probably greater even than the thrust that Massachusetts had in the past decade, when Massachusetts was an outstanding leader. (I didn't come here to do my doctorate for nothing; I came here because there was something to buy, and I buy what I find is good; that's the market principle on which I operate.)

Massachusetts has to do some planning. I think that planning has to be based on either tinkering with the system--improve this, deal with that, but really extrapolate the past into the future without any basic, significant attack upon the systemic causes of the problems--or looking at those systemic causes, and, therefore proposing changes that are going to attack at the systemic level, at the causal level that is preventing change for improvement in many cases. Compensatory education, teacher centers, all those kinds of things will do a good job, but I maintain they are only tinkering, unless we look at something else.

First, let's look at educational quality. I think what quality means is double-headed. I understand that you mean a certain delivery of instruction, provision of resources, facilities, organization of the life-culture-climate of the school (or any educating system--you don't

have to stay inside a school) in such a way that two things will happen: one, the individual student, every one of them, will somehow or other develop the potential that he or she has according to individual pacing, style, and gifts; and two, and perhaps more importantly, that the group as a whole will acquire the kinds of political and economic understandings and skills that will empower them to take hold of their future and the future of this state and nation and do something about it. That means they have to be educated in a different sort of way from just reading, writing and arithmetic. They have to be educated politically, and they have to be educated economically. Any system that can do that with elegance, cost efficiency, and measurable effectiveness is fantastic, and we'll canonize it.

But, when you say that, I begin to wonder, and I'm sure I have heard many and many a teacher say it's not possible. It's like driving behind one of these bumper stickers on the car ahead of you that says, "Don't honk, I'm pedaling as fast as I can." Well, that's what we might be doing, pedaling, using a rickshaw approach instead of jetting in this world of 21st century ideas, technology, and planning. Our multinational corporations aren't pedaling, you know. Why can't we use some of that expertise to change certain key things, not all, but certain key things in our educational system?

What does it take to have quality instruction? Well, it takes a student who's got some deficiencies, who's got some gifts, who's got some needs, who has some personal goals. It takes some clear goals on the part of the educational programmer, system, teacher. It takes a teacher with certain abilities: the ability to assess the student's present competence; the ability to design paths, strategies, and so forth; and the ability to manage the emotional climate, the incidentals of the classroom, so as to be able to do that educational job for thirty or thirty-five people at a time. (Already I know those of you who are in teachers' associations have written me off because I said thirty or thirty-five. But you can't do it for five, ten, or fifteen and be cost effective. If your costs go out of sight,

you're cheating. You're cheating a lot of people. It is possible to do it with different organizational patterns and be cost effective. I've not only done it, I've seen it done, and I'll be glad to tell you where to look to see it being done in different patterns, where different approaches are used for large groups, small groups, etc.)

Have our teachers the skills to do that? Some of them do and some of them don't. I am in and out of public, parochial, and private schools every day now because I'm running around after student teachers and I see a lot. In certain schools there's not a teacher who really is doing a job of teaching. And there are other schools where everybody's doing a job, and you can spot that when you know what to look for. But we have a system--and this is what I mean about system causes--we have a system that rewards all teachers exactly alike, whether they're good or whether they're poor. The same bargaining unit has the same salary increase rate for every teacher. And what do they say? They say, "But you can't do it differently; it would be a zoo." Nonsense. There are 2,000 schools and school systems in this country today that are operating differently, and I can give you the Phi Delta Kappan reference where you can look them up if you want. We provide inservice training to all teachers in the same way, whether they need it or not. What a horrendous waste of money. But we do. We require that all Title I teachers go to this inservice program. Stupid; a waste of money. We require that all students follow the same schedule, the same textbooks. We set up school organizations and try to do too much from the central level. You know, all these regulations come down and are laid upon the local level, so that we spend all our time coping with outside interference instead of dealing with what my children need in this classroom in this school this month.

Let me give you a very pointed example. I was in a Michigan school just a couple of days ago where I happen to have a student teacher and a fantastic master teacher. I found to my horror after spending the whole morning there that at no time did they have the entire thirty-two students in the room at the same time. They had some Arabic students who were trot-

ting out at different times of day to go to the bilingual teacher or the aide. They had some Title I students, some of them overlapping the other group, who were trotting out at different times to this or that compensatory service. They had some gifted students in a federally-funded gifted program with a state-funded additional aide. They were scheduling these things according to the convenience of these several different kinds of specialists. They were using the federal money and the state money appropriately; they were following all the guidelines; they were filing all the reports; but they were ignoring the fact that there was no continuity of program in the classroom. And it wasn't one classroom alone; it was right through the school, in one of the excellent systems in Michigan. There was no continuity. It was a dreadful waste of resources. Two trained teachers, one of them a master teacher, sitting in that room, spending the whole of the day backing up, repeating things for kids who were out of the room when they said it the first time. This is a misuse of federal and state money.

What we should do is to get local principals who are competent and give them the autonomy, working with their local staff, to hire competent teachers, to fire incompetent teachers, and to develop what is needed within that school. Is this revolutionary? I'm afraid it is, and I don't think it's going to happen overnight. I don't even know if it could happen in Massachusetts, but the system we have in place rewards good and bad alike and interferes with the possibility of making the local program responsive. That's point number one.

Let me deal with another issue and what you might do about it. If you were in industry, you would have an evaluation based upon your performance. There'd be no question of evaluating your performance based on a certain set of specifications about what kind of performance is expected and what is good performance. We have in our schools a system, called tenure, meant to do something very good to prevent the whimsical and arbitrary discharge of people. A very good objective, but let's not confuse the end with the means. In effect, the teacher who is turning out enthusiastic, competent students

is no better than the teacher who is eroding the school system by droning on from last year's notes or those of ten years ago, doing nothing except teaching the students that history is irrelevant and that they can't do mathematics, and continually spreading negativism in the teachers' lounge. But what happens? If I wanted to put a better teacher in place, I couldn't discharge this one because of tenure, unless I happen to catch that particular teacher with his hand in the lunchroom money box. That's about the only thing that you really can do anything about.

I think another big problem is the reward system. We're rewarding everybody the same way, like a good socialist state. The money comes down from our father's estate whether the school is good or bad, and it comes down in the same proportions. If you've got the head count, you get the money. I'm going to talk about two things you're probably not going to like, but they need to be in your consciousness. There are about fifteen different voucher plans around the United States today; some are good, some are bad, none of them is perfect. I'm not sure that there's one that's good enough yet to go. But the basic principle on which they're founded is the principle of competition. It's a good, old, American market principle. If Chrysler today turns out a lemon, Chrysler's in deep trouble because right now if they want to get their share of the market back, they're going to have to turn out a good product. That's a market principle, and if you can empower the parents to be able to choose their school based on the quality of the product and the cost, then you have the best possible control for changing, provided you couple it with some of those other factors like the freedom of the principal to do something about it and thus bring in a school that is competitive in cost.

In Canada today, and for 114 years, there has been a competitive system. It's not the kind that would work in its entirety here in Massachusetts or anywhere, I think, in the United States, but it has elements that would work. They have dual, separate school systems in Quebec and in Ontario. In Quebec the establishment is Catholic and the non-public schools are various Protestant denominations or non-sectarian or Jewish; and in Ontario

it's the other way around--the establishment is the establishment such as we have and the non-public schools are Catholic. But in both cases the constitution of Canada, for 114 years since the British-American Act, guarantees the right of all religions to exist--none to be supported, all to exist. So what do they do? The Catholics, for example, are free to designate their taxes, and so the Catholics in Ontario designate their taxes as a tax base for the Catholic system, and all the other taxes (including the corporate taxes of the twenty largest corporations) automatically form the tax base for the public system. Both systems get a grant from the state, in this case the Province of Ontario, and both systems assess a tax against the tax base for the difference. In practice, the Catholic system gets about 85% of its support from the Province.

Now, what has happened because of the element of competition? There are Catholics in both systems, just as there are here. If the quality goes down in either system, those folks just move right over to the other system. Or if the tax rate goes up significantly in either system, those people move right over to the other system. It is working today; it has worked remarkably well for years.

I'm not here to sell you on vouchers, or on the Canadian school system. But I do think we should look more closely at the element of competition. If we're afraid of competition because we think it will destroy the public schools, there's something wrong because I think that the children and their parents are the consumers of education, and they are the ones we should be concerned about, not with maintaining an establishment, whether it's a Catholic establishment or a public establishment. I don't think that's what we're talking about. We're talking about empowering parents.

[Due to pressures of time in the morning session, Sister Harmon ended her presentation at this point. Her prepared conclusion follows.]

In conclusion, I am suggesting that there are certain structures within our public system that need to be seriously looked at lest any change or planning for the future be mere tinkering, ineffectual toward real improvement. We need to examine our model, whether socialist, welfare, or

consumer-oriented; our reward system; the degree and possibility of individual tailoring to student needs; the degree of significant parent choice and input. Curriculum concerns and personnel development can theoretically be handled within our present system, but dwindling finances and accelerating costs, in effect, destroy or prevent the individualization and experimentation needed to tailor our schools to individual human growth needs.

We need to stop talking about accountability and give our local building administrators, those who are competent, the authority to manage their buildings totally--program, personnel and costs--and then hold them accountable for quality and competitive pricing. Those who do not have the competence for that need to be retrained or replaced.

I realize that I am suggesting some areas of radical change. I am suggesting that layers of central bureaucracy, by making rules to deal with building-level problems and organization of instruction of which they are unaware on the day-to-day basis, can only cause waste and inefficiency. There are other methods to achieve these ends: let us not confuse ends and means.

I am also suggesting that, with the teacher associations, a system needs to be devised to make salary increases, above base line, at least partially dependent on performance, as is done in industry, and thus monetarily discourage those who cannot measure up from remaining in the profession. I am further suggesting that no change will occur if we operate from a top-down model that gives the same funding to the good and the poor, and prescribes the same programming for all school districts and buildings, reducing them all to an Orwellian model of passivity.

But, as with politics and business, the key to change is in the pocketbook. One mode of changing our present system is to empower all parents to make the choices, hitherto available only to the wealthy, by giving them a voucher covering 85 to 90% of school costs with which to purchase the best schooling they can find at the lowest price. Such a choice should be available to all.

SISTER MARYELLEN HARMON is Professor and Co-Director of the Teacher Education Program at Madonna College in Livonia, Michigan, and former Superintendent of Schools for the Archdiocese of Detroit.

Panel Session Summaries

The following section summarizes the afternoon panel sessions of the Symposium: "School and Community"; "School Finance and the Economy"; "Choice and Community"; "Management and Governance"; and "Quality and Equality".

The goal of the editors and the members of the Joint Committee on Education who reviewed these summaries has been to focus and extend the dialogue initiated by the Symposium. Each summary represents a synthesis of over two hours of presentation and discussion between panelists and participants. In each session, panelists examined future policy directions from the standpoints of political realities and educational viewpoints. These reports serve to highlight the major points.

As the morning speakers indicated, citizens of this State now face a time of profound choices about education in Massachusetts: choices that depend on the broadest assessment of what kind of society we are and that will largely determine our future. By identifying issues, concerns and solutions, these summaries, along with the preceding presentations, can help enhance the formulation and reformulation of policy in the period ahead.

SCHOOL AND COMMUNITY

HORACE B. REED AND KEVIN F. GRENNAN

CHAIRPERSON:
Representative Ellen M. Canavan

PANELISTS:
John W. Coleman, Beverly School Committee Member
Gloria de Guevara, Chairperson, Division of Instructional Leadership, School of Education, University of Massachusetts at Amherst
John Durkin, Superintendent, Worcester Public Schools
James L. Green, Vice Chairperson, Massachusetts Board of Education
Representative Melvin H. King, Massachusetts State Legislature's Committee on Education
Patrick J. Mogan, Superintendent, Lowell Public Schools
Robert M. Palmer, Director of Community Relations, Polaroid Corporation
Jeanne Widmer, Belmont School Committee Member and Wellington (Belmont) PTA Member

RESOURCE PERSON:
Evelyn Masson, Specialist, League of Women Voters of Massachusetts

In a session that was clearly dominated by the spectre of Proposition 2½, panelists examined the role of the school within the context of today's communities. At the outset, the Chair, Ellen M. Canavan, urged the panelists, and those in the audience, to bring forward thoughts, issues and policy suggestions for examination by the Legislature, and to consider what might be impeding the effective functioning of our schools.

What soon became clear was that there are a variety of definitions of desirable school-community relations. This variety was compounded by the conception of "community." At its simplest, when the school building is physically close to the population it serves, the meaning of community achieves consensus; when student populations come from a wide geographic or demographic area, the level of agreement decreases and so, therefore, does the feeling of "community."

Speaking as a parent and as a school committee member, John Coleman urged the simultaneous increase and decrease of community involvement in the

public schools. That is, communities must safeguard the decision-making prerogatives of the professionals working directly in our schools, and at the same time insure the provision of appropriate community advice on those decisions. That advice can take many forms--there are unique professional, trade, craft, and artistic talents inherent in the pool of parents and other community members that should be more effectively utilized. The community should promote selective involvement of these talents to accomplish the end of improving the quality of educational process.

The school committee perspective was taken further by Jeanne Widmer. The relationship between school and community can be effective only if the school is able to present a united front to the community. This, said Widmer, requires effective leadership. Without good administration, one that attends to staff morale, and without a more flexible position by teachers' unions regarding seniority, there will be little impact by the community on the schools.

The continuing, strong interest at the state level in school-community relations was stressed by James Green. Policy makers as well as those charged with implementing policy have been involved in the development of a position paper endorsing a broad concept of community education. This paper has also received the support of the Legislature.

Robert Palmer took a different approach to community involvement. Pointing out that the Polaroid Corporation had over a long period of time experienced dissatisfaction when hiring graduates from Boston's high schools, he described the special efforts made by Polaroid to provide in-house training. While Polaroid, he stated, had no interest in taking over the public schools' responsibilities, it continues to be dissatisfied with the schools' ability to inculcate a sense of the relevance of studies and to turn out qualified employees. Further, he added, Polaroid is going to maintain its education department and, in fact, is putting more money into it. This reflects not so much a commitment to compensatory education as a continuing lack of confidence in urban public schools.

The view from the schools' central administration provided a contrast.

John Durkin talked of Worcester's efforts to promote and maintain community involvement and cited recent school closings and plans to eliminate minority isolation as cases in point. His greatest concern, however, was a perceived unwillingness on the part of the community to invest in its future by supporting the schools.

Despite the undeniable negative factors at work in public education, there are "oases of excellence" to be found. Patrick Mogan insisted that things need not be as gloomy as some critics of the schools insist. For example, anything that is praiseworthy in the private sector can be done in public schools. Teachers, too, are eager to be involved in new programs, and involved with parents, as well. But, said Mogan, they will not do this without a sophisticated support system that provides ongoing encouragement and reward for taking those new avenues. Mogan pointed out how Lowell has begun to harness its cultural and linguistic diversity to enhance the educational process, where in the past schools would seek to systematically eliminate such differences. Simply put, Mogan told the group that "if you want to bring change, you must deal with the vested interests." Yet Mogan had a

proposal to deal with those interests and to contribute to school improvement. He proposed a Research and Development arm of public education for Massachusetts. Using the magnet schools of the Commonwealth, the resources of the State Department of Education, and the public universities, successful practices could be analyzed and the findings disseminated. The schools could begin to effectively utilize what, in fact, we already know. The pieces, Mogan said, are lying around, unassembled. He urged community and school leaders to start putting those pieces together.

But, as was pointed out by Gloria de Guevara, effective participation of the community in the schools requires training. Participation is a learned skill and should be taught. Staff development techniques could be adapted to provide non-formal training to community members. The result could be community participation in the schools' short- and long-term planning, policy-making, communication, problem-solving, program development, financing, and evaluation. And beyond insuring effective participation, such non-formal training would provide a measure of community empowerment in the broad sense.

The last speaker was Representative Mel King who pointed out that the group still lacked definitions of "community" and "school." For example, is the latter concerned with providing technical skills to children for their economic survival, or for building communities? Should schools be stressing cultural attainments or political skills? Or should the schools be working on developing the students' self-image? These are important decisions and must be made. Otherwise, the schools will lack focus and the community will not provide a consensus.

Further, if the schools are for the children, we have to ask <u>whose</u> children? Are they divided into "our" children and "their" children? The answer to "whose children?" will be the real answer to questions about school/community relationships. This will also let us know if the people running the schools believe that all the children are capable of learning. If they are all our children, they can all learn.

The same holds true with community conflict over resource allocation for the schools. Our elected school officials must see all the children as their

responsibility. This can be extended to the school administration where effective leadership should be demanded, and where accountability is the responsibility of the system. Failure, then, is not the burden of the child, but of the system.

In all of this, King said, the impetus has to come from the community. Only the community can build a "win-win" situation out of the present "win-lose" situation with its competition for limited resources.

The variety of responses was instructive and rewarding, even if it did preclude easy answers or consensus. There are some key differences in the perspectives of school and community representatives, although all support the potential within the public schools.

This session served to raise a series of important questions about the school-community relationship:

-- Is this relationship largely one to provide material and psychological support for a school system?

-- Is the relationship one to provide services to the community (life-long learning concept) through use of school resources?

-- Is the relationship one to insure that control of basic school policy is kept in the hands of the community, rather than in the hands of the school professionals?

-- Is the relationship one that will make schooling more meaningful by connecting school academic content to the ongoing relations of community daily functions and problems?

The answers to these questions will not be easy, but must be developed.

HORACE B. REED is Professor, Director of the Community Education Center, and an associate in the Center for International Education at the School of Education, University of Massachusetts.

KEVIN F. GRENNAN is Staff Associate in the Office of Program Planning, lecturer in the University Without Walls Program, and editor in the Horace Mann Bond Center for Equal Education at the University of Massachusetts School of Education.

SCHOOL FINANCE AND THE ECONOMY

BYRD L. JONES

CHAIRPERSON:
Representative James G. Collins

PANELISTS:
Barbara Anderson, Executive Director, Citizens for Limited Taxation
Representative Gerald M. Cohen, House Chairperson, Massachusetts Legislature's Joint Committee on Taxation
Representative Thomas Gallagher, Member, Massachusetts Legislature's Joint Committee on Education
Byrd L. Jones, Professor of Education, School of Education, University of Massachusetts at Amherst
Robert H. McClain, Jr. Under Secretary, Massachusetts Executive Office of Administration and Finance
Anne H. McHugh, Massachusetts Board of Education
James W. Segel, Executive Director, Massachusetts Municipal Association

RESOURCE PERSONS:
Constance Cox, Charlotte Friel, Kennie Richardson, Specialists, League of Women Voters of Massachusetts

This discussion about the immediate and long-run future of public education in Massachusetts revolved around the impact and significance of Proposition 2½ passed by 60% of the voters last November. Most children in Massachusetts attend schools in cities and towns which faced deep cuts in local funding combined with the recision of fiscal autonomy for school committees. Eventually, a significant shift of funds from the state to local communities mitigated some of the first year's impact on schools (especially in a context of declining enrollments in many of the cities facing major losses of funds), but the prospects remain uncertain.

Those who supported 2½, those who opposed, and those who have responsibility for determining funding saw a bleak year for 1982. That realistic pessimism pervaded the meeting, although not the comments of most of the panelists who recommended additional financing for schools. The importance of state funding and its trend seemed clear:

	FY '78	FY '79	FY '80	FY '81	FY '82
Total Distribution Under Chapter 70	$482.3 million	$633.4 million	$716.1 million	$712.8 million	$718.1 million
Statewide Average Expenditure Per Student	$1,386	$1,691	$1,854	$2,006	--
Statewide Average Aid Per Weighted Full-Time Equivalent	$ 372	$ 495	$ 577	$ 594	$ 606

There was agreement that there had been an unanswered need for tax reform although Barbara Anderson thought it was a mandate for cutting spending while others attributed it to an unfair burden on localities and highly unfair property taxes. For the future, most panelists saw a need for a broader revenue base in the state--perhaps an increased tax on consumption goods with exemptions or credits to add some features of ability to pay to the usually regressive sales tax. But the Chair of the Joint Committee on Taxation held out little hope for immediate tax reform and projected that any increase in revenues would have to come from sales taxes.

Most commentators emphasized a formula compensating for inequities rather than short-run efforts to counteract the further property tax cuts mandated by a 2½ in the more than one hundred communities facing additional reductions--notably Boston, Brockton, Cambridge, Chicopee, Lynn, Quincy, Springfield and Worcester. Likewise, no one expressed enthusiasm for a judicially-determined equalization of finance among districts, although few foresaw the Legislature agreeing on equalization measures without some outside pressures. No one saw "block grants" as a solution.

Although there was a recognition of the need for efficiency/accountability/effectiveness for public schools, there was little consensus on what that meant specifically. A shared preference for local control within some general context of minimum standards inhibited any detailed examination of what schools should do, except to be "more accountable."

A listener might draw two conclusions from the session on "School Finance and the Economy." First, most panelists thought that local districts should receive additional state support in order to meet goals of equalization

of resources for students and a reduced reliance on unfair property tax burdens. Second, most panelists anticipated no major step toward either tax reform or increased local aid during this coming year--with an implication that the 1982 elections will be "read" as the signal of voter preferences for 2½ as a tax reform or a spending-cutting measure.

Although common themes ran throughout the discussions, each panelist contributed a clear viewpoint which must be taken into account in considering future legislation.

The Chair, James Collins, presented a fact sheet documenting the somewhat greater equalization achieved under the Boverini-Collins 1978 amendments to Chapter 70 and the relatively small share of instructional costs borne by Massachusetts relative to most other states. Under the Boverini-Collins distribution formulas, state aid to public education increased dramatically from 24.9% in fiscal 1978 to 30.7% in 1979 and peaked at 32.0% in 1980. Differences among districts became less unequal. During 1980 and 1981, total educational costs increased faster than the statewide average aid per weighted full-time equivalent student, which grew from $594 to $608, so that the proportion of

state support declined slightly. In a comparison with other states, Massachusetts has considerable inequities among districts and a relatively low share of support from the Commonwealth.

Barbara Anderson insisted that schools should reflect economic realities and that children should not believe they are entitled to more than a basic education. Schools should not count on funds to attempt to be all things to all people; and children need to learn responsibility.

Anne McHugh countered Anderson's case for lower spending by stressing the need for tax reforms and equity considerations in school finance. She noted that the projected equalization of formulas has never materialized due to chronic underfunding from the state. Further, she explored some of the implications of ending fiscal autonomy in communities such as Fall River and Holyoke which have relied on state aid.

James Segel essayed a careful reminder that local school aid was not the only--nor the most dramatic--cutback in local and state services as a result of 2½ and the state's effort to augment local aid. He suggested that shifting monies around in the state budget may not improve conditions for those with the greatest needs. Unless additional revenue is generated, schools are competing with police and fire, health and welfare, libraries, and community services such as day care.

Robert McLain made two major points reflecting his assessment of the prospects for more local aid. First, educators had earlier failed to tell the positive side of schools and that task is harder under the limited resources and defensive morale of 1981. Second, the past and projected cuts in state programs have been devastating. Local communities looking for extra help under one formula or under court order will only detract from other aid distributions and will find "there isn't anything here under the dome."

Byrd Jones explored some major implications of viewing learning as an investment in human capital. Efficiency suggests local decision-making by those most affected by those decisions (especially students) while equity suggests raising revenues from broadly based sources and mandating special support for those with the greatest needs. He concluded that efficiency

would largely take care of itself if teachers focused on establishing equitable conditions and a supportive environment for students, and if principals, superintendents and state leaders up the ladder did so for teachers, schools, and districts, in turn.

Thomas Gallagher pointed his remarks toward the ambivalent "benefits" received by private industries from public schooling. On the one hand, many businesses, especially high tech, prominently supported Proposition 2½. On the other hand, schools have historically served to socialize students to various levels of expectations with elite schools for future managers and marked second-rate schooling for those slated for secondary, unskilled jobs. The audience responded positively to a sense that budgets reflected less a lack of resources than a shift in the pattern of job skills and socialization desired by business today.

Gerald Cohen assessed the prospects for additional funding with pessimism. Noting the tax revolt in Massachusetts and elsewhere, Cohen reported that we are "not in control of our own destinies" and there "really is a shrinking constituency for education." He anticipated some modest efforts toward tax reform: less reliance on property taxes, perhaps some reductions in the state income tax, and a higher and more broadly based sales tax.

BYRD L. JONES is Professor, University Director of the Teacher Corps Program with Worcester, and past Director of the Center for Urban Education at the School of Education, University of Massachusetts.

CHOICE AND COMPETITION

ROBERT W. MALOY

CHAIRPERSON:
Representative Nicholas A. Paleologos

PANELISTS:
James Case, Acting Associate Commissioner, Massachusetts Division of Curriculum and Instruction
O. Stewart Chase, Headmaster, Eaglebrook School, Old Deerfield, Massachusetts
Carol Doherty, President, Massachusetts Teachers Association
Sister Maryellen Harmon, Former Superintendent of the Diocesan Schools of Detroit
John Holt, author, **Teach Your Own**; publisher, **Growing Without Schooling**
Glenn Jones, Massachusetts Parent-Student-Teacher Association, Board of Managers
Harvey Scribner, Professor of Education, School of Education University of Massachusetts
Reverend Eugene P. Sullivan, Superintendent of Schools Archdiocese of Boston

RESOURCE PERSON:
Susan Shaer, Specialist, League of Women Voters of Massachusetts

Four central questions documented this discussion of the current meaning of the concepts "Choice" and "Competition" as applied to social and educational policy. Each recurred among the exchange of views by panelists. These questions present significant contemporary debates over the desirability of choice and competition in and between educational institutions.

Should there be public support for non-public education?

The panel recognized that our system "allows," and even to some extent "urges," "alternatives" (albeit some questioned them as true alternatives) to public education to exist in a variety of well-recognized and generally accepted ways. For instance, few taxpayers question the subsidy implicit in tax free status for non-public educational institutions.

A central issue was whether to move beyond current arrangements. As James Case framed the issue: Should we, and if so, how should we, "positively support" non-public alternatives to public educational institutions?

O. Stewart Chase thought public encouragement and support of non-public schools ought to continue within the "stimulation and competition" provided by existing laws and arrangements. Sister Maryellen Harmon favored additional mechanisms such as tuition tax credits or vouchers to further stimulate the growth of non-public educational alternatives.

Individuals speaking for both the public and non-public systems saw possible problems in the furthering of public support for non-public education. Nicholas Paleologos noted increased public support of non-public schools could further weaken public schools. Reverend Eugene Sullivan argued more active public support of non-public schools could bring unwanted public regulation and controls to the non-public systems.

Carol Doherty raised a related issue, whether non-public schools achieve public purposes. For Doherty, mandatory taxpayer funded public schooling provides children with common experiences that are a cornerstone of our democratic society. In her view, personal choice in educational matters must be compatible with a civic consciousness if we are to achieve local, community, state and national goals.

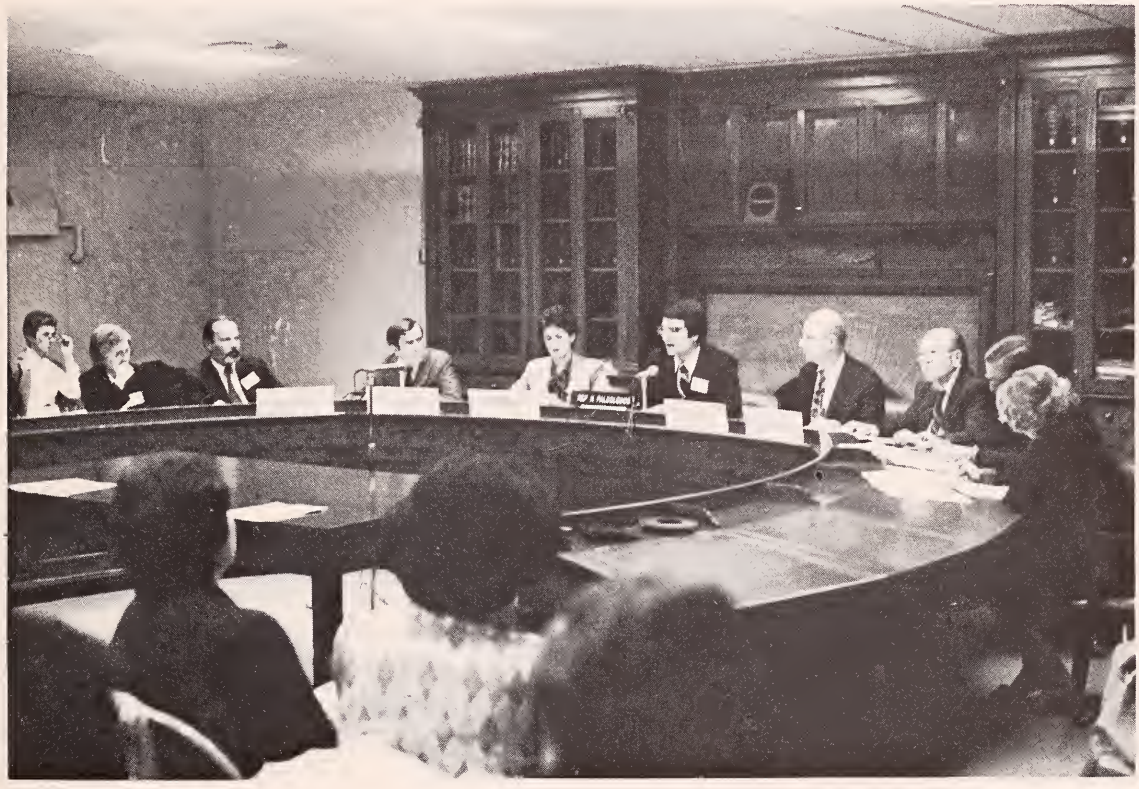
James Case saw the existing and growing disparity in this country between rich and poor, white and black, English speaking and non-English speaking, educated and non-educated people as a central, indeed overriding, public concern. Since disparities in our society are a central problem, we should support those institutions which, by their nature and constitution, work to narrow the gaps dividing our people. The public school system may serve as one such institution. For Case, public support for non-public institutions must be based on the willingness and effectiveness of those institutions to achieve such goals.

How well do schools serve students, staff and communities?

Panelists began with agreement on the general social conviction that society has a commitment to the education of the upcoming generation. Critical issues emerged around two contemporary trends: one, the declining number of people who feel they have a direct stake in education of the young;

and two, the increasing number of people who blame schools for failing to deal with a host of present-day social problems.

Panelists generally agreed that the crisis of confidence in schools is well founded; and that public education as we know it is not going to last much longer. Harvey Scribner and John Holt asserted that public schools function best for those who work in them, and not for the children who depend on them. Scribner thought every community should make available a range of educational options and give children and parents the opportunity to choose for themselves which educational option they want.



Holt saw the home schooling movement not as an attack on public or private education, but an educational choice, protected by the constitution, for parents who wish to teach their own children.

Alternatively, Carol Doherty pictured the crisis of confidence as an unfair attack on public education. In her view, the failures of public education have been exaggerated at the expense of its successes. It is unrealistic to ask education to shoulder the blame for the ills of contemporary society. Citizens need to be reeducated as to the positive accomplishments

of public education. In this way people will understand that it is in their own best interest to assist schools in responding to contemporary educational demands.

What is the reality of choice both within and between our educational institutions?

Members of the panel agreed that people have no "choice" in educational matters if there are no choices: disagreements centered on the extent to which people are able to exercise their right of choice; specifically, whether "significant educational options" exist within public schools; whether such options are present within the non-public sector; and whether existing options, public or non-public, are equally available to all groups.

Carol Doherty contended significant educational options are present within public systems. She reiterated Gregory Anrig's claim that public schools are responding to the need for educational options. The progress made in the areas of special education, vocational education, and bilingual education offer people an "array of options." In this respect, the possibility of even more options, and by extension greater choices, is blocked, not by the willingness of the public system to provide them, but the current "do more but pay less" mood of the taxpayers.

For Harvey Scribner the options available in public education are clearly insufficient to meet the needs of students and parents, and indicate a fundamental failure of the public system. He cited the growing dropout problem (for example, in the twenty largest American cities 40% of the school population never graduate from secondary school) as a critical loss of human beings by public education.

Both Scribner and John Holt saw literally hundreds of ways to become educated both in and out of school. Choice will become real only when parents and students are able to select from among these educational possibilities the kind of education they want.

James Case and several members of the audience expressed deep concern about the equal availability of existing educational options. These speakers agreed that the poor, the non-white, the non-English speaking have far fewer

educational choices than the rest of society. Schools serving these groups fail to provide access to educational alternatives. Further, as the situation currently exists, these groups lack the financial resources to purchase educational alternatives from the non-public sector.

Can competition extend choice in educational matters?

Unlike the previous questions, the panel members failed to generate any essential agreements about the relationship of competition to choice. Nevertheless, several positions can be delineated. O. Stewart Chase thought competition promotes the accessibility of choice to all segments of society. As one example, he used the case of independent schools. These schools regularly face the test of the competitive market. Schools that deliver the goals and objectives people want for the education of their children remain competitive; those that do not are unable to stay in business. This idea, labelled during the session as a "free market approach" to educational alternatives, provides parents with a direct financial power of choice.

Sister Maryellen Harmon insisted the free market approach should be extended, and that various devices such as tuition tax credits, drawing rights vouchers, and the like can achieve this goal. For Sister Harmon, public money exists to support the education of all children, and ought to follow the child. By using vouchers or tax credits, parents decide what options need to exist as well as insure the schools (be they public or non-public) provide what people want. Choice is made possible through competition.

Others saw the market philosophy functioning in less clear cut ways. Nicholas Paleologos pointed out one dilemma of the market: if public money begins to move dramatically away from the public schools, then a majority of people may begin to opt for non-public options. Such a momentum of people and dollars moving away from the public system would rob the public system of the resources needed to remain competitive.

Carol Doherty referred to basic contradictions in the free market approach. A certain percentage of people lack choice in educational matters because they lack economic resources. Vouchers and tax credits, however, do

not sufficiently compensate for these inequities. A child may have a voucher entitling him/her to attend a school of choice. But the family may be unable to get the child to the school, or the child may be unable to deal with racial or religious discriminations that will accompany the family's educational choice. Thus, even with the vouchers stimulating open competition, the poor may find non-public options inaccessible.

One member of the audience described uninformed and uncaring parents as another contradiction within the free market philosophy. Given the rising statistics on family violence and child abuse/neglect, it cannot be assumed parents will make viable educational choices for their children.

ROBERT W. MALOY is lecturer in Human Services, Education Program Development Specialist in the Division of Continuing Education, and University Director of the Lawrence Teacher Academy at the University of Massachusetts, Amherst.

MANAGEMENT AND GOVERNANCE

WILLIAM P. LAUROESCH

CHAIRPERSON:
Representative Jonathan L. Healy

PANELISTS:
Michael Daly, Massachusetts Acting Commissioner of Education
Harvey Friedman, Director, Labor Relations Center, University of Massachusetts at Amherst
Ms. Margaret Jacques, Assistant Executive Director, Massachusetts Association of School Committees
Vincent C. Nuccio, Director, Division of Instructional Leadership and Administration, Boston College
Robert R. Spillane, Superintendent, Boston Public Schools
John Coleman Walsh, Massachusetts Federation of Teachers

RESOURCE PERSON:
Janet Michaud, Specialist, League of Women Voters of Massachusetts

Jonathan Healy introduced the session with the observation that the advent of need to do more with less calls for reexamination of systems of management, governance, and structure in elementary and secondary education. Citing the aspects of the education enterprise that are analogous to business and industry, he invited the panelists to consider managerial concepts and practices employed there that might be transferable to public education.

Each of the panelists offered perspectives on issues from his or her vantage point. There was general agreement that withdrawal from direct participation in education at the federal level combined with constraints imposed by Proposition 2½ at the local level have served to increase responsibility for education at the state level. The current federal move to collapse a large number of entitlement programs into single block grants to states, thereby leaving programs without constituencies, reduces the possibility that education can compete successfully for funds to continue the programs. This in turn increases likelihood that funds may be diverted from the central purpose of schools--the education of regular day pupils--to meet other service expectations.

One panelist advocated direct federal involvement in basic education, and from the floor there was the recommendation that Proposition 2½ be reconsidered. Another panelist pointed out that while the public was not fully aware of the significance of the loss of local fiscal autonomy, there was widespread satisfaction with the Proposition, since it did provide much needed property tax relief. Michael Daly captured the essence of the fiscal crisis in Massachusetts by noting that in the face of eroding federal and local sources of revenue, state-level support of education in the Commonwealth remains at 30% (as opposed to over 50% nationwide).

Apropos the major focus of the session--management and governance--there was broad agreement from the outset that public education in Massachusetts has no clear authority structure. Moreover, the interposition of agencies and constituent groups in regulation and decision making in the schools renders it impossible to fix accountability. Cited as weaknesses in the authority structure were the separation of elementary/secondary from post-secondary education, and the absence of division of legislative policy-making authority from the State Education Department's implementation responsibility.

One panelist warned that structure alone guarantees nothing; it is the abuse of structure that is critical. He also pointed out that the layers of influence exercised in Massachusetts education are in effect vehicles for avoiding responsibility.

In addressing the degree to which business management concepts are transferable to educational practice, the panelists found it necessary to cite some of the critical differences between business and education. First is the capacity of industry to control for uniformity in materials and products. Second is industry's simple and direct measure of goal achievement, afforded by calculation of the cost-price margin. Public education accepts and develops the material it gets, regardless of quality, which precludes uniformity of product. The value added by schooling is only in part a function of cost.

Additional differences between business and public education cited by panelists related to planning and the means business has for writing off bad decisions. Systematic planning is virtually impossible in the absence of knowledge about future funding.

Harvey Friedman stressed one aspect of business management practice that held promise for public education. The institution of labor-management committees can enhance the quality of work life, increase worker participation in governance, and resolve non-bargaining issues. Industry, he said, has found such bodies effective vehicles for distributing power and increasing accountability.

Both Friedman and John Walsh saw a role for the teacher unions in governance. Friedman, on one hand, believed that collective bargaining has not yet been used as it should be--as an accountable party in the determination of reward and merit. He eschewed the notion that tenure is a bad word, pointing out that secure seniority is just as likely as not to be a force for good. Walsh, on the other hand, held that it was time to strengthen the union role in governance by granting a voice on the school committee and to force realistic bargaining by granting teachers the right to strike.

Margaret Jacques was the first of several speakers to focus on middle

management as the crux of the accountability problem. In her view, individuals carrying out middle management functions do no see themselves as managers. Both Vincent Nuccio and Robert Spillane emphasized the need to vest more authority and responsibility in the principal. To do so requires the establishment of manageable units and the separation of educational functions from social service activities.

The greatest obstacle to fixing accountability is that, as Spillane put it, "everybody's getting into the act." There are too many constraints, he said, preventing schools from doing what they should be doing. Nuccio asserted that advisory groups were overextended, that their involvement must be limited to recommendation. Friedman illustrated the difficulty posed by citizen participation by describing how the professor population in Amherst represent themselves as experts, telling the Superintendent how to run the schools.

In her opening statement, Jacques voiced her belief that the best thing schools had going for them were good teachers. To continue to have good teachers, she held, required planning to meet the shortage that would occur around mid-decade, as well as steps to establish standards for those entering the profession. An entry test would not tell whether or not an individual would be a good teacher, Jacques noted, but it could surely tell whether or not he/she was illiterate. Competency testing for teachers was both supported and opposed from the floor and the panel during the discussion period.

The session ended with tacit agreement that authority and accountability go hand-in-hand. To achieve management accountability requires clear division of policy-making and executive authority; strict limitation of external agencies, citizen committees, and special interest groups to advisory roles; and vesting of unfettered authority in principals, with concomitant accountability to the management of their units. Opinion was divided on means for fixing teacher accountability.

WILLIAM P. LAUROESCH is Professor; Chairperson of the Division of Educational Policy, Research and Administration; and Director of the Higher Education Program at the University of Massachusetts School of Education.

QUALITY AND EQUALITY

KEVIN F. GRENNAN

CHAIRPERSON:
Representative Joan M. Menard

PANELISTS:
Roger W. Brown, Associate Commissioner, Massachusetts Division of Special Education
Joseph Crimmins, Member, Massachusetts Board of Education
Walter P. Muther, President, Associated Industries of Massachusetts
John D. O'Bryant, President, Boston School Committee
Mr. Alex Rodriguez, Court-Appointed Monitor for Special Education in Boston
Charlotte Ryan, Past-President, Massachusetts Parent-Student-Teacher Association
Dr. Rosemary C. Salomone, Assistant Professor of Education, Harvard University Graduate School of Education
Robert I. Sperber, Superintendent, Brookline Public Schools

RESOURCE PERSON:
Margaret Bliss, President, League of Women Voters of Massachusetts

During the morning session, Gregory Anrig had challenged participants to "muster the political courage to do what is needed" in the public schools. This panel spent a considerable amount of effort trying to define those needs in the 1980s.

The intended focus was to have been the following questions:

-- How do we define quality education for the 1980s?

-- What is the capacity of the schools? Should their role include being surrogate parents for the students?

-- How appropriate are the minimum competencies for students who will be functioning in the 21st century?

-- Is the term "educated person" to take on a new meaning in this decade and for the future?

-- Has the educational establishment's preoccupation with social reform undermined learning standards? Will/should social reform continue to play an important part in our education system?

-- How is "quality" education made accessible to those who are disadvantaged by reason of race, class, sex, ethnic background, or special need?

The context, however, precluded easy answers: the obviously growing resentment of the state's taxpayers, as demonstrated by Proposition 2½ and the consequent retrenchment in the schools; and a changed national mood, exemplified by initiatives to limit the Voting Rights Act, to curtail the use of busing in desegregation remedies, to weaken affirmative action policy and enforcement, and the gutting of educational and other social programs that have benefitted minorities, the handicapped, and the poor.

More than one panelist noted the proliferation of tasks that have been assigned to the schools, making the role of the teacher more complex, and increasing the opportunities for both heightened expectations on the part of parents and the likelihood of failure on the part of the schools. As a consequence, in the midst of the scramble to provide a vast and diversified environment for our children one speaker suggested we may have forgotten the "true mission" of the public schools.

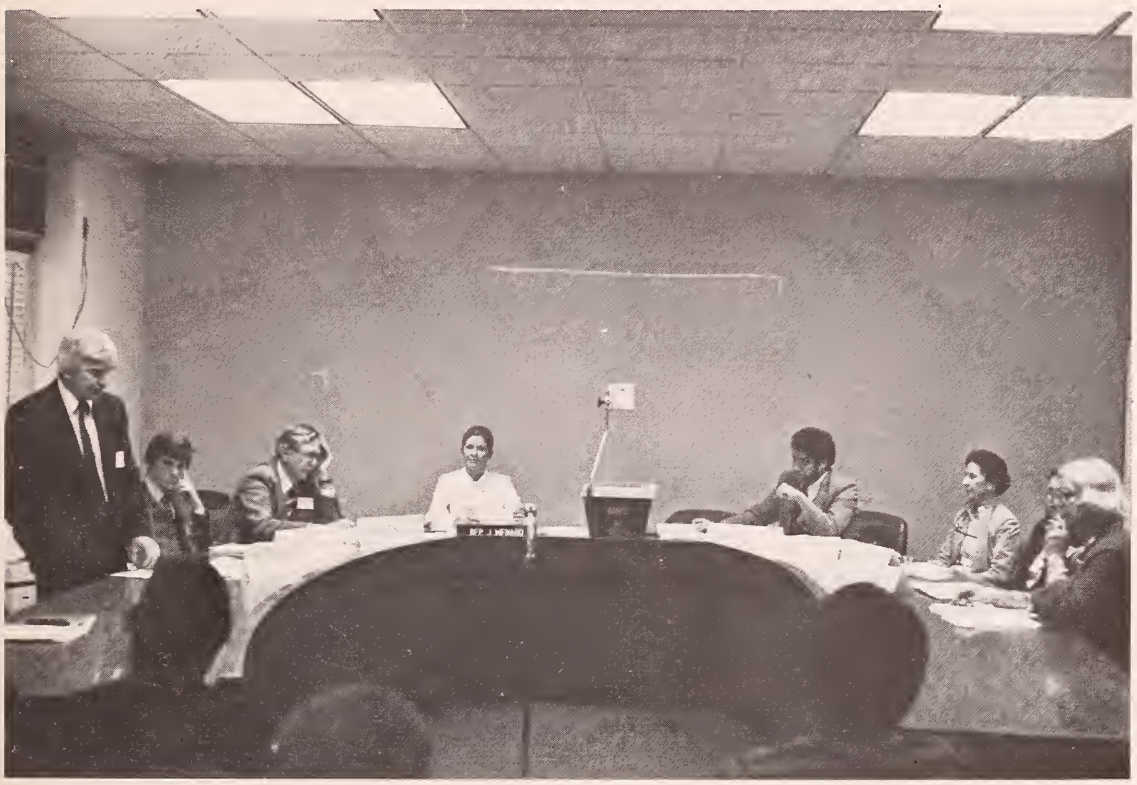
Roger Brown of the State Department of Education provided a powerful study of how pressures to provide equality, e.g., state and federal laws insuring access for all handicapped children, have contributed to the development of quality in the schools. While the concept of quality is, by definition, ambiguous, and while this ambiguity is compounded in human service programs where outcomes are often subtle and subjective, the development of accountability mechanisms has worked toward improvement of services. In such cases, children--handicapped and non-handicapped--parents, teachers, and school systems benefit.

The initial phases of any new social program are difficult, and the early years of Chapter 766 in Massachusetts were no exception. But the result is an overall system improvement. Public education, because it can and has reacted to societal needs in a successful manner, will be relied upon for similar action in the future.

The climb to quality and equality is difficult. The needs are in social as well as in educational services. The system of public education is a logical and available one to use. While the present mood suggests cuts, Brown suggested we broaden services in those areas where demand is actually

increasing while supply diminishes.

The role of the public was addressed by Joseph Crimmins, the student member of the State Board of Education. Indifference or mistrust on the part of the public, and apathy among some strata of students have produced phenomena like Proposition 2½ and "rich flight." The more the affluent and influential leave the public schools, the less support there is. As Crimmins pointed out, quality education is still in the system, but you have to want it in order to get it. It won't just "happen."



Alex Rodriguez, Court-Appointed Monitor for Special Education in Boston, stressed the interdependence of quality and equality. Yet, quality is ambiguous and equality is not common. For minorities it is even more so. Public education, supported by tax dollars, has traditionally been the arena of the white, male and non-handicapped who controlled the economic decisions. With desegregation, bilingual education, and other measures aimed at equality, the public education dollar is being reallocated, upsetting those who have traditionally received the majority of those educational benefits.

There is an irony in the struggle for equality, however. We are now discovering that the equal education that all our children are receiving is

equally bad. We are at a starting point, therefore, to address the issues of quality. This is exactly the wrong time to abandon our schools. Indeed, because the public schools are institutions that we, collectively, understand we control, they could and should be the single setting for an expanded variety of services.

The holistic approaches of Brown and Rodriguez were echoed by Charlotte Ryan, of the Massachusetts Parent-Student-Teacher Association. In a seven-step approach to quality and equality, Ryan stressed the link between home and school, and the need for reciprocal programs that would provide parent education and develop parent-teacher collaboration.

Walter P. Muther, President of Associated Industries of Massachusetts, provided a more critical view: school systems, in the view of industry, are a "vast wasteland," turning out ill-prepared graduates who are functionally illiterate. According to this view, the schools have got to reorder their priorities, stop trying to handle all social problems, and get back to basics.

Rosemary C. Salomone, Assistant Professor at the Harvard Graduate School of Education, examined the legal and policy issues of educational equity. Using an historical approach, she noted that in the strong economy of the 1950s and 1960s, and in the wake of the Brown decision, equality in education was a paramount value, while the values of efficiency and liberty were not emphasized. As the economy slowed and then turned down in the 1970s, the satisfaction with our social institutions turned down as well, and the values of efficiency and individual liberty reassumed their ascendancy. The stress on basics, competency-based teacher certification, and voucher systems are ways of regaining a sense of accountability and freedom of choice.

In a period of economic decline, there is a divergence between goals and resources. An equitable distribution of those resources can only be minimally adequate in a limited situation. With declining enrollments in public schools and an increase in the numbers of elderly, there are conflicting pressures for aid, and "haves" and "have-nots" are pitted against each other on

the state and local levels. This is exacerbated as the federal government continues to back off from its support.

There is the opportunity and the necessity for an expanded role for state government. The states must provide an adequate education for all children, and allow for local discretion to go beyond the minimum level. The minimum equity must be decided at the state level, without the commitment of local or federal aid.

Power, political and economic, was the key for John D. O'Bryant, President of the Boston School Committee. Without control over political decisions, or control over resources, discussions of educational quality and equality, said O'Bryant, are academic. Community control over the schools, as demonstrated in the Commonwealth's suburbs, or in New York City's decentralized system of control, is critical. If there were a decentralized system in Boston, with local school boards, influence over the spending of budget allocations would be gained, and not only control but accountability would be enhanced. O'Bryant stressed the perseverance and creativity that are necessary to gaining access to power, and the reality of the struggle that continues after election.

Quality education for Massachusetts was outlined in nine conditions by Robert Sperber, Superintendent of Brookline's public schools. These included well-trained and intelligent teachers working in an attractive environment; an end to egalitarianism and a recognition of the uniqueness of the individual child; a more demanding curriculum; an organized counter to the attacks from the "new right"; a coalition of corporations and schools to support public education; and the support of the State Legislature in guaranteeing quality education from preschool through the university level.

In spite of the generally negative atmosphere acknowledged on local, state, and national levels, most speakers saw the continued importance of the role of the schools and, indeed, saw a need for an expansion of that role. At the same time, most speakers agreed that a quality education is not the

rule, and proposed a variety of approaches that would enhance the schools' performance. Virtually all of these stressed the need for improved community-school linkages and a closer connection between the users of the schools and the locus of power.

KEVIN F. GRENNAN is Staff Associate in the Office of Program Planning, lecturer in the University Without Walls Program, and editor in the Horace Mann Bond Center for Equal Education at the University of Massachusetts School of Education.

Symposium Registrants

A
Abdul-Tawwab, Qasim
Ahearn, Eileen
Ahouse, Harriet
Alfond, Mary Ann
Alger, Patricia
Allard, William
Amadio, Louis
Amalfitano, Tracy
Amsler, James
Anderson, James
Anderson, Norma Jean
Andreoni, Phyllis
Andrews, Janice
Andrews, Miriam
Andrews, Paul
Anthony, Michael
Apgar, Kristen
Aquino, Reverend James
Atkinson, Kathleen
Attles, Henrietta
Audette, Sister Muriel
Axelrod, Penny
Ayers, George

B
Babb, Judy
Baehr-Deletis, Karla
Bagley, William
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Baker, Richard
Balboni, Barbara
Banks, Frank
Bardsley, Michael
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Bartlett, James
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Berger, Hope
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Biggy, Virginia
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Boudreau, Val
Boyd, Robert
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Briggs, Alice
Bronstad, Joseph
Brownell, Representative Thomas
Brousseau, Robert
Buckley, James
Buckley, Joseph
Budde, Ray
Bunker, Mason
Burbank, Russell
Burnes, Maryanne
Butler, Robert
Butler, William E.

C
Caless, Mary
Canavan, John
Caradonio, James
Carbone, Robert
Carlson, Bryan
Carlson, Norman
Carmichael, Lucianne
Carnrite, James
Carol, Joseph
Carroll, Sister Anne
Carroll, Joseph
Carroll, Timothy
Carter, Lance
Caruso, Joseph
Cedargren, Carl
Charbonneau, Frank
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Chorianopoulos, Cynthia
Chouinard, Albert
Chrisafulli, John
Christman, Susan
Ciccolini, Julia
Ciccone, Cormela
Ciocca, Michela
Clark, Gretel
Clark, Henry
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Colarossi, Steven

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Cooper, Laura
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Coveney, Leo
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Crane, Deborah
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Cronin, David
Cronin, Joseph
Cronin, Leo
Crooks, Marcia
Croteau, Gerald
Crystal, Francine
Cullen, Thomas
Custy, Kenneth
Cuzzi, Josephine

D

Dalton, Claire
Damigella, Joseph
Daoulas, Christos
DaRosa, Leonel
Davis, David
Davis, Lillie
Day, Martha
Dean, Elizabeth
Dee, Joan
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DiFiore, Donald
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Donnellan, Marjorie
Donovan, Mary
Doyle, Alan

Doyle, Elaine
Driggin, Sandra
Drinkwater, John
Driscoll, Francis
Duff, John
Dukakis, Stratos
Dunbar, Ruth
Dunn, Dean
Durkin, Richard

E

Ego, Marian
Eiseman, Jeffrey
English, Edna
Erelli, Henry
Ernst, Lewis
Escobedo, Linda
Evans, John

F

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Farley, Eileen
Farragher, Mary
Feeley, Patricia
Fink, Aaron
Finn, Robert
Finnegan, Stephen
Fitzgerald, Ronald
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Fleishman, Sandra
Flynn, William
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Foley, Kathy
Fong, Peter
Forde, Marilyn
Fortune, Trudy
Fougere, Leonard
Fox, Robert
Frank, Murray
Franklin, Brenda
French, Patrick
Frizzle, Donald
Frost, George

G

Gainty, Clement
Galdi, Placida
Galin, Melvyn
Garofoli, Peter
Gaskins, Louise
Gately, Jane
Gaudet, Diane
Gawrys, John
Gazzola, Catherine
Geary, Margaret
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Gibbs, William
Gibson, Maryjane
Gilbert, Carol
Gill, Paul
Gilman, Hannah
Giuliano, Frank
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Gleason, Reverend Edward
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Goldsmith, Sharon
Good, Bill
Grande, James
Green, Robert
Gordon, Paul
Gosnell, Thomas
Gould, Sister Bette
Grant, Joyce
Grady, Gwendolyn
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Greenberg, Carol
Gregory, Peter
Griffin, Mary D.
Griffin, Richard

Griffin, William
Grigsby, Charles
Grillo, Nancy
Guiney, Ellen
Gurek, Robert

H

Hainey, Richard
Hass, William
Haley, Nancy
Hall, Bonnie
Hall, Curtis
Hall, James
Hall, Manson
Hamel, Veronica
Hamlett, Brenda
Hand, Charles
Hanley, Martin
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Hannon, Bill
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Hardenbergh, Maryann
Hardin, Julie
Harding, Kevin
Harding, Sister Mary
Hardins, James
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Harrington, S. Kathleen
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Harron, Marlene
Hart, Edward
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Hayes, Chris
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Hegarty, Lonette
Hersey, Lenor
Hill, George
Hinds, Marguerite
Hinrichsen, Lorraine
Holland, Laura
Honan, Eugene
Hosmer, William
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Howe, Jill
Hruska, Jack
Hughes, Daniel
Huttunen, Lyn

I

Iatridis, Mary
Inangelo, Patricia
Indelicato, Gerard
Ireland, Robert S.
Ivascyn, Daniel
Jackson, Carolyn
Jackson, Polly
James, Jasper
Janey, Peggy
Jangro, John
Jankauskas, Stephen
Jaryna, Barbara
Jodrey, Nancy
Johnson, Beverly
Jones, Katherine
Johnson, Kenneth
Jones, Edna

K

Kahn, Marla
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Kaufman, Pamela
Keefe, Joseph
Keeler, Dave
Kelley, James
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Kennedy, Helen
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Kenney, Helen
Kessler, Robert
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King, Margaret
King, Virginia
Kirby, Eugene
Kirkendall, Margaret
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Klein, Margaret
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Koskella, Edward
Krensky, Doris
Kris, Christine
Kulevich, Alex
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L

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Lauroesch, William
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Lawson, John
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Learned, Wilfred
Leavitt, Urban
LeBlanc, Robert
Leonardi, Theresa
Lepley, Paul
Lettis, Donald
Levens, Patricia
Liddle, Elizabeth
Lieberman, Annette
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Lynch, Edward
Lynch, Henrietta
Lynds, Ann
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M

MacDonald, Norman
MacKinley, Scott
Magnani, David
Maguire, Barbara
Maguire, Carol
Mahan, Elizabeth
Mahoney, Sheila
Mahoney, William
Maio, Stephen
Malick, Herbert
Maloy, Robert
Mann, Nancy
Marble, Sara
Markham, Thomas
Markman, Esther
Marks, Elaine
Marques, Robert
Marsh, J. Patricia
Marvelle, John
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McAteer, Peter
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McCarthy, Mary Louise
McClelland, Ethel
McCormack, Jean
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McDonald, Paul
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McGrath, Mary Lou
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McKay, Harry
McKiernan, Patricia
McLaughlin, Eileen
McManus, Charles
Meaney, Joseph
Meisel, Alice
Mela, Tom
Meleen, Paulette
Meyer, Dorothy
Michael, Thomas
Mileksy, Morton
Miller, George
Miller, Leo

Misch, Ginny
Mitchell, Beverly
Mitchell, Kenneth
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Moody, Sandra
Moore, Sister Anne
Moore, Richard
Moorman, Janet
Morgan, Edward P.
Moriarty, Sharon
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O

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O'Donnell, Geraldine
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O'Grady, Kevin
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Oliff, Alan
O'Neil, James
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P

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Palubinskas, Alice
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Patey, Stanley
Paulsen, Anne Marie
Peant, A.
Pedalino, Marilyn
Peppercorn, Ira

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Pesce, Augustus
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Pieh, Jerome
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Pignone, Ed
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Radlo, Lillian
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Rawlins, Elizabeth
Ray, Gloria
Reagan, Lynn Ann
Reddington, Francis
Reddy, Phillip
Redfield, Levi
Redmond, James
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Reed, Horace
Regan, John
Reinecke, Sandra
Remelius, Peter
Reno, James
Rice, Aileen
Richardson, Meredith
Richman, Lee
Ricles, Robert
Riegelhaupt, Judith
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Robinson, John
Rogers, John
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Rose, Hedy
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Rosenberg, John
Roy, Nancy
Roy, Robert
Roberto, Frank
Rumse, Patricia
Russell, Claire
Russell, David
Russell, William
Ryan, Kathy
Ryan, Mary

S

Saarinen, Newton
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Savage, Michael
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Schaefer, Alan
Schimmel, David
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Schneider, Helen
Schomer, John
Schuman, Joan
Schuman, Lucy
Schumer, Ann
Scott, Charlotte
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Seldin, Clement
Seldon, Horace
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Shaw, Stephen
Silver, Bonnie
Simonds, Lee
Simonian, Harry
Singh, Surendra
Sinibaldi, Robert
Sissell, Sherleene
Sizemore, Linore
Slavet, Julie
Smith, Edward
Smith, Jean
Smith, William H.
Smyth, Roger
Smutek, Malinda
Sniezyk, Richard
Snow, John
Snowden, Muriel
Socha, Walter
Sousa, Alvaro
Souza, John
Spaulding, Gertrude
Spence, Gordon
Spengler, Margaret
Sponseller, Doris
St. Pierre, Lillian
Stalker, John
Stanton, James
Starr-Klein, Terry
Stebbins, Patricia
Stec, Philip
Stefani, John
Stipetic, Joan
Strakosz, Genevieve
Sullivan, Eugene
Sullivan, John
Sullivan, Leo
Sullivan, William
Sweeney, Marsha
Sydney, Ronny

T

Tattle, Alan
Temmallo, Anthony
Thibault, Doris
Thomas, Louise
Thompson, Richard
Thornburg, Mary Lou
Tierney, James
Tilford, Lillian
Timmins, Allan
Tinsley, Reverend Edmond
Tivnan, Mary
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Tobin, John
Tocchi, Robert
Todd, Nora
Toran, Ralph
Tosti, Debra
Townsend, Francine
Trainor, H. F.
Tranter, Bill
Treggiari, Marie
Tribe, Carolyn
Trubey, Mary
Tully, Dorothy
Turner, Frances
Turo, Leo
Tynan, Edward

U

Usher, John

V

Van Buskirk, Lloyd
Vangel, Peter
Vaughan, Robert
Vellante, William
Vilakazi, Danette
Vitale, David
Voorhis, Joanne

W

Waggoner, John
Walker, Donald
Walker, Ron
Wallace, Albert
Walsh, Joan
Walsh, Patricia
Walsh, Rachel
Walsh, Robert
Ward, Grace
Ware, Barbara
Washington, Kenneth
Watson, Margaret
Watter, John
Weinberg, Meyer
Wellman, Robert
Wells, Robert
Whalen, Thomas
Wheeler, Margaret
Wheelock, Ann
White, Caroline
White, Joan
White, Robert
White, Thomas
Whitt, Irene
Wiess, Bailie
Wiggington, Irma
Wigmore, Barbara
Wiley, Carolyn
Wilkinson, Doreen
Williams, Eileen
Williams, Fred

Wilson, Joseph
Winkler, Theiss
Witham, Marie
Wolfe, Pamela
Wolfman, Brunetta
Wolfman, Burton
Wright, Mary
Wylie, Richard
Wynn, John

Y

Yaglou, Edward
York, Carol
York, Frances

Z

Zatsky, Carol
Zolanowicz, Paul
Zeig, Lisa
Zelman, Susan
Ziemba, David
Zimmerman, Isa
Zoino, John
Zoll, Gloria
Zusman, Richard

Response and Discussion

As problems and possibilities change, the Joint Committee on Education has to consider new legislation to promote equity, efficiency, and choice for school-age children in Massachusetts. Usually, educational issues go through a period of research/discussion and consensus-building prior to legislative action. After there is agreement on policy initiatives, the legislature may increase general or categorical funds, mandate State or school system action, offer incentives (either financial or supportive services), or sanction shifts in governance or procedures.

The Symposium was designed to initiate a dialogue to be continued through the Post-Symposium Task Force, its subcommittees, the Joint Committee on Education, and you. The attached questionnaire asks for a dialogue with a wider audience to build on key issues raised during the Symposium. The Task Force will analyze and summarize your responses to this questionnaire. The next steps are to use this data to further research, set agendas for the meetings or guide legislative actions during the coming months as appropriate.

Please indicate the extent to which you agree or disagree with, and the priority or importance which you attach to, each item by circling the appropriate number and letter.

TO: Post-Symposium Task Force
c/o Office of the Dean
School of Education
University of Massachusetts
Amherst, Massachusetts 01003

FROM (Optional): _____

	AGREEMENT					PRIORITY		
	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	High	Medium	Low
	5	4	3	2	1	H	M	L
Increase the State's share of funding for elementary and secondary education.	5	4	3	2	1	H	M	L
Mandate procedures for local override of Proposition 2½.	5	4	3	2	1	H	M	L
Mandate fiscal autonomy for local school committees.	5	4	3	2	1	H	M	L
Mandate State tax reforms based on principles of ability to pay and equity.	5	4	3	2	1	H	M	L
Sanction public support for non-public educational alternatives.	5	4	3	2	1	H	M	L
Mandate inter-district economic equity for school support.	5	4	3	2	1	H	M	L
Mandate uniform statewide minimum competency tests for all students.	5	4	3	2	1	H	M	L
Mandate uniform minimum competency tests for all teachers.	5	4	3	2	1	H	M	L
Provide incentives for more responsibilities and services in the public schools.	5	4	3	2	1	H	M	L
Increase the State's R & D unit to document and disseminate promising practices.	5	4	3	2	1	H	M	L
Increase State support for handicapped and other higher cost students.	5	4	3	2	1	H	M	L
Sanction a pay and tenure system based on performance as well as seniority.	5	4	3	2	1	H	M	L
Sanction increasing the authority and accountability of all principals.	5	4	3	2	1	H	M	L
Sanction the establishment of community councils, with authority, for all schools.	5	4	3	2	1	H	M	L
Provide incentives for school system collaborations with business and industry.	5	4	3	2	1	H	M	L
Increase the State's support for lifelong learning.	5	4	3	2	1	H	M	L
Sanction teacher union representation on all school committees.	5	4	3	2	1	H	M	L
Provide incentives to reduce "rich flight" from public schools.	5	4	3	2	1	H	M	L
Provide incentives to develop shared meaning and goals of "quality education."	5	4	3	2	1	H	M	L
Provide incentives to create a more demanding curriculum for all students.	5	4	3	2	1	H	M	L
Sanction parental greater decision-making authority in their children's schools.	5	4	3	2	1	H	M	L
Sanction voucher and/or tuition tax credit systems for parents and students.	5	4	3	2	1	H	M	L
Sanction student and parent choice within and between schools.	5	4	3	2	1	H	M	L
Increase support for educational services through non-school personnel or agencies.	5	4	3	2	1	H	M	L

PLEASE USE REVERSE SIDE FOR COMMENTS. THANK YOU.

Post-Symposium Task Force

The Symposium was designed to initiate a dialogue between leaders throughout the Commonwealth about the future of public education and education's place in relation to tax dollars and potential local and state initiatives. To continue that dialogue, and to keep it relevant, forceful, articulate, and focused, a Task Force has been appointed by the Joint Committee on Education. Appointees include:

Doris Anselmo, Teacher, Somerset Public Schools

Dianne Benson, Chairperson of the Mathematics Department, Eaglebrook School, Deerfield

Joseph Crimmins, Member, Massachusetts Board of Education

John Crosier, Executive Director, Massachusetts Business Roundtable

Michael Daly, Massachusetts Deputy Commissioner of Education

Paul Devlin, President, Massachusetts Federation of Teachers

Carol Doherty, President, Massachusetts Teachers Association

Thomas J. Donahoe, Superintendent, Springfield Public Schools

John Durkin, Superintendent, Worcester Public Schools

Mario D. Fantini (Chairperson), Dean of the School of Education, University of Massachusetts, Amherst

Harvey Friedman, Director, Labor Relations and Research Center, University of Massachusetts

James L. Green, Vice Chairperson, Massachusetts Board of Education

Gloria de Guevara, Chairperson, Division of Instructional Leadership, School of Education, University of Massachusetts

William Hosmer, Superintendent, Hopkinton Public Schools

Margaret Jacques, Assistant Executive Director, Massachusetts School Committees Association

Byrd L. Jones, Professor of Education, School of Education, University of Massachusetts

John H. Lawson, Massachusetts Commissioner of Education

Anne H. McHugh, Massachusetts Board of Education

Patrick J. Mogan, Superintendent, Lowell Public Schools

Vincent C. Nuccio, Director, Division of Instructional Leadership and Administration, Boston College

Robert M. Palmer, Director of Community Relations, Polaroid Corporation

Alex Rodriguez, Court-Appointed Monitor for Special Education in Boston

Barbara Schnuer, League of Women Voters of Massachusetts

Harvey B. Scribner, Professor of Education, School of Education, University of Massachusetts

Robert Spillane, Superintendent, Boston Public Schools

Michael West, Administrative Assistant to the Vice Chairperson of the Joint Committee on Education

Jeanne Widmer, Belmont School Committee Member and Wellington (Belmont) PTA Member